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# *Eighty Paces Forward*

*Dr. Dana E. Harlow*



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*and Community Services of Metropolitan Boston*



# EIGHTY PACES FORWARD

*A Comprehensive Study of Open Space;  
Informal Outdoor Education; and  
Resident Camping Capital Needs for  
Non-Profit Agencies of Metropolitan  
Boston: 1965-1975*

DR. DANA E. HARLOW

\$10.00

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and

DANA E. HARLOW

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## PREFACE

Reasonable men everywhere can no less than applaud United Community Services of Metropolitan Boston as it declares as one of its ultimate goals:

An outdoor experience within the economic means, an experience of choice and diversity, and the use of profitable leisure everywhere for Boston's two and one-half million people, regardless of race, color, or creed. . . .

Unreasonable critics may call this a platitude, remarking it is the treasured goal of all clear-thinking community leaders. But what makes it important was the establishment, the inauguration, and the subsidy of an all-out survey of open space property utilization of non-profit agencies. It departs from the cloudy generalities through which too many community leaders view the objective, and presents here a precise route on a year-to-year basis by which it hopes to approach this goal.

Through this study United Community Services of Metropolitan Boston seeks to upgrade programs and program productions. It seeks to join other communities in exploring need, yet seeks to join in prescribing programs for its own needy. It seeks to attack apathy among its own operators, but also seeks to solicit information among its constituents as to how apathy can be attacked. And above all, it seeks to remain strong within the cultural climate to develop citizenship, but wise enough to recognize that tradition merits respect, that is, if in the broadest and best sense, these actions are traditionally sound.

How far it can advance toward the ultimate goal in 1975 within the study depends largely upon how far it advances toward the immediate geographical and metropolitan goals as presented by all the combined thoughts here. And then, of course, it does not and cannot expect a trouble free ten years. Trusts and foundations and the people whom the study's participating agencies serve are not expected or intended to be faceless cheerleaders for their own committees' proposals. Such factors as the elimination, sale or transfer of such existing properties and the acquisition of others are certain to "hit bumps and barriers" in the decade ahead.

Nevertheless, the message here represents a cold challenge to all to mount an attack against factors that restrict the area greatness — against problems of poverty and health, of ignorance and desperation, loose agency spending and top-heavy deficits, of man's dignity denied and opportunities curtailed.

To attack and defeat these problems without any increase in spending or on the claim that it won't cost much, is a gigantic task, but that is not the question. The question is to equate a dollar value for dollar service toward 1975 and parlay this economic service for years ahead.

Whether this report is right or wrong in its estimates, will have a strong bearing on how many of the steps toward the ultimate goal may be accomplished by the decade's end.

But even if only two or three such steps are taken, the committee and the study group so described here can regard them as admirable progress. Albert Einstein once said, ". . . The formulation of a problem is often more essential than its solution . . ."

The Metropolitan Boston area, regardless of the designator which determines the statistical universe as established within this report, has the basic human right to project from a logical approach the distribution of opportunities for leisure and especially for outdoor recreation and the preservation of open space properties devoted to this purpose. As it exists, "the element of firsts" in this study effort imposes a great heritage. As the regional locale in which the capital of an old and great Commonwealth is located, it should reflect, through its accomplishments, the leadership it represents.

Metropolitan Boston, as a massive center of education and culture, should represent the most progressive thinking and understanding by its actions and deeds. The people, proud of the historical and cultural significance which the area and its leaders hold in the annals of the nation, should be ever cognizant of and alert to maintain its prestige. It is a progressive industrial complex where thousands of citizens have vision far beyond the limits imposed by the last two decades. It is a population complex with areas of bad and good housing. It is an area which has the "world's longest playground" — the city street as well as some of the best in recreation leadership and programs. It is an area with thousands of juveniles in need of the best the community can afford and offer in opportunities for leisure pursuits. It is an area with boredom — pathological boredom. It is an area with families in need of all forms of family recreation, and with an enormous number of aged and retired in need of group association and self satisfaction compounded by socio-medical factors. These, and many more, are human characteristics dictating that the Metropolitan complex take a contemporary approach in meeting the leisure needs of its people. The need is ever present and the time is now!

Early colonists aided in establishing within Metropolitan Boston many of the "firsts" in recreation in the nation by laws<sup>2</sup> and deeds<sup>3</sup> and endeavored to appraise properly the conditions of their day. All too often though, laws are constructed for and adjudged by the corresponding era in which man lives, and all too often neither correspond to nor provide for changing conditions. Change is inevitable.

Nonetheless, these pioneers deserve a far greater honor than that of a caretaker's interest in the accomplishments of the day. Dynamic leadership and creative thinking pronounce that changing conditions call for changes in thought and approach.

A study of camping, open space and outdoor education needs geared to recreation interests for Greater Boston is a huge undertaking. Included in this area are forty-nine towns and cities, and in these municipalities some one hundred and eighty-two agencies<sup>4</sup> are operating in the field of promoting leisure and group work pursuits. Additionally, innumerable tax-supported

<sup>1</sup>Claire Selltiz (et al.). *Research Methods In Social Relations*. (Revised in Volume I.) New York: Holt, Rinehart, and Winston. 1961. p. 26.

<sup>2</sup>The Common Liberties of the Bay Colony of Massachusetts, 1641, 1648 concerning "Fishing and Fowling on the Great Ponds" is considered the first legislative enactment surrounding recreation in this nation.

<sup>3</sup>Joseph Lee and Ellen Tower, Boston philanthropists, are credited with the inauguration of the "Sand Gardens" — later identified as playgrounds — while Brookline offered the first swimming pool in the late 1800's. The Boston Common in the 1600's is credited with being the first open space allocated for that purpose.

<sup>4</sup>Massachusetts Rehabilitation Commission and United Community Services of Metropolitan Boston. *Directory of Social, Health, Welfare and Rehabilitation Services in Massachusetts, Boston*. 3rd Edition, 1964.

and legally endowed public agencies operate in this field. To study so complex a situation completely — public and private, agency by agency — within the Metropolitan complex was distinctly out of the question. Limitations imposed were dictated by the unavailability of staff and the limits of time and economics.

At best, this report supports basic capital needs, yet it can be a guide to a more comprehensive understanding of major problems which surround capital support. The reorganization recommended in this report should provide a solid foundation for future developments. Moreover, when the proposed changes are made, the total community climate should be more conducive to accomplishment and continued growth.

Section I of this report is primarily intended to serve as a backdrop against which analysis and recommendations set forth in Section II and Section III should be viewed. In general, Section II gives the criteria which are used in appraising the aggregate conditions within the area under study. Comprehensive reading of Sections I and II is therefore essential if the latter Section is to be properly understood in context and as intended.

The report does not include all statistical data, observations, or preliminary writing, either in full or summation. The judgments incorporated in the report are based, in a large part, upon the analysis of material based on acceptable principles and standards of this era. In presenting recommendations, the Study Director is fully aware that a large number of these may appear destructive of that which is held in tempo by existing times. Objective and careful thought dictates their inclusion. The "Need for the Study" indicates that Boston is not now receiving the services it should receive for the money expended. Moreover, it is the opinion of the writer that the Metropolitan area cannot receive the services it should receive from present expenditures until much of the traditional pattern of operations is materially changed. In many instances, the pattern of operation is obsolete. The cost of year-round maintenance and upkeep of facilities in relation to utilization is far in excess of the range of services and conditions of the times. Implementing the recommendations will require determination. Traditional habits of thought, patterns, and yes — gestures, will be upset. But, to do otherwise would be a disservice to the community and its citizens who so graciously and willingly lend financial support to all community programs and problems.

The report, in many areas, is based on the professional judgment of the writer coupled with the wisdom of his many professional colleagues throughout New England and the nation with whom he discussed the subjects.

To James H. Lowell, 2nd, Chairman of the Study Committee: the writer acknowledges and thanks him and his committee for their personal concern and dedication to the subject matter prior to and during the study.

The writer acknowledges with thanks the thoughtful consideration offered him and his staff by the entire staff of United Community Services of Metropolitan Boston and its member agencies throughout the study and especially to Lawrence C. Woodbury, Mrs. Doris Potter Hale, John Moore, Joan Willett, C. Raymond Chase, Al Reese, Dr. Walter Ehlers, and Campbell Murphy. Research, administrative, and secretarial assistance and support offered by Miss Josephine Pulpi, Mrs. Miriam Boe, and Mrs. Julia Lugas receive praise and thanks as do Miss Lisbeth McGuire, Mrs. Elizabeth Bucell, and Miss Dorothy Myers.

To the Honorable Edward T. Martin, Deputy Attorney General, Commonwealth of Massachusetts and member of the Massachusetts Bar, the writer is indebted for his friendship and the many frank conversations during the study.

To complete the assignment, the writer is indebted to the participating agency executives and their staffs for taking the time from their busy schedules, oftentimes at an inconvenience, to meet with him, explore problem areas, complete necessary documentation, and supply data. Public bodies on the local, state, regional, and national levels contributed freely and richly with facts and figures.

Throughout the entire study, honest and humble effort by all has been in evidence to do an objective job which would strengthen the entire program of recreation in the region. The study has been conducted with the conviction that its final form will provide reasonable answers to major perplexing problems. The Study Director believes that lay and professionals alike, as members of a twentieth century community, will recognize their primary interest should be in a total community, and their secondary interest should be in the part their particular agency should play in promoting community well being.

DANA E. HARLOW

Beacon Hill  
Boston  
1965



## INTRODUCTION

The Camp Capital Needs Study Committee of United Community Services welcomes your interest in "Eighty Paces Forward." This document has been a long time in preparation because the committee has been determined to come up with the best possible recommendations on the policy level as well as in the area of bricks and mortar. United Community Services has two goals in mind with this report. As we recognize the difficulty of obtaining charitable dollars for overnight camping as compared with other non-profit endeavors, our primary objective is to ensure that the available funds for capital improvement will fulfill the greatest needs. To accomplish this, coordination between governmental, charitable, and private bodies must be strengthened on the level of planning for outdoor recreation. We realize that everyone has this second goal in mind, but we find a disturbing lack of joint, long-range planning.

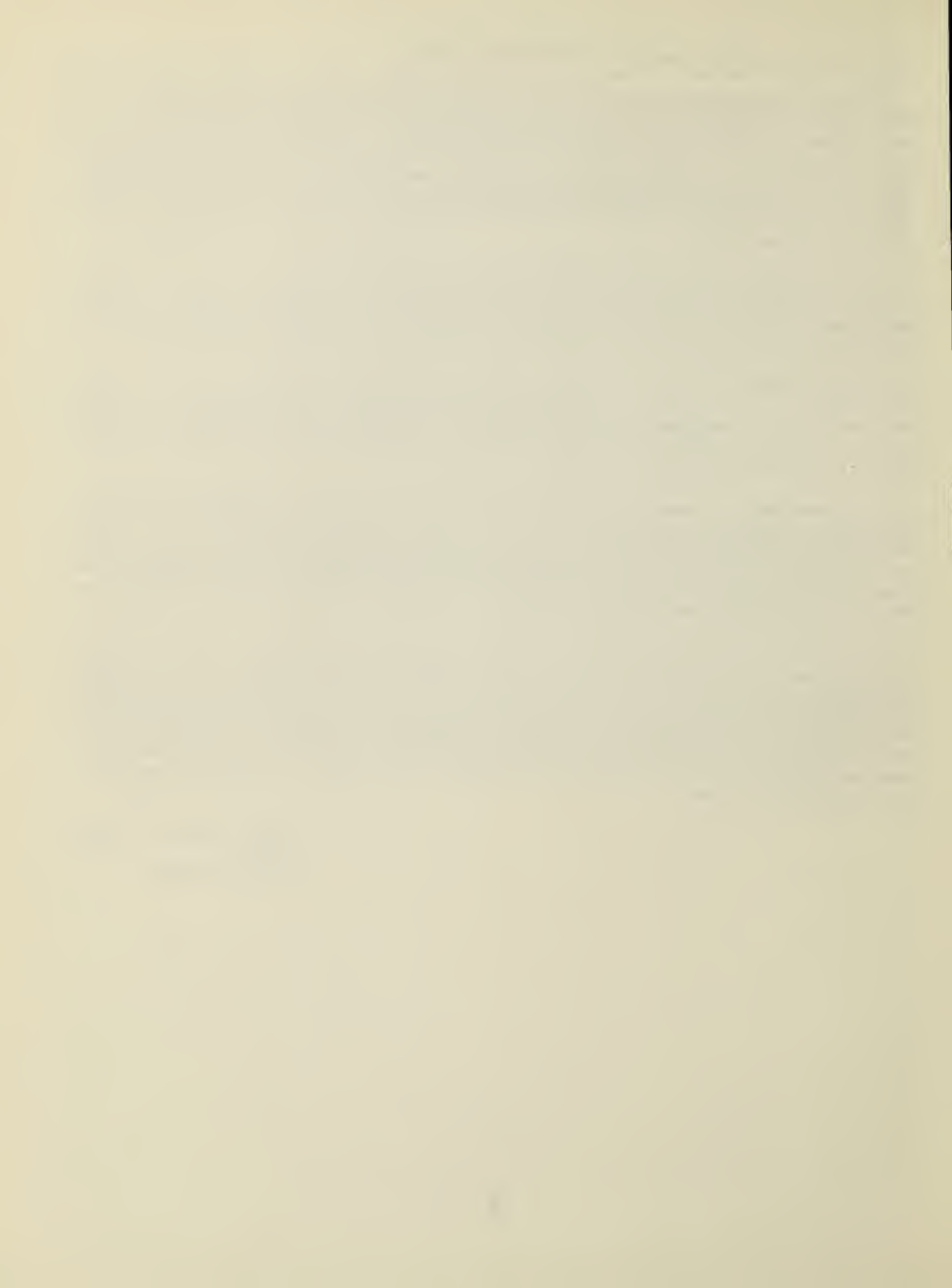
To the *agency boards and staffs* who have worked so patiently with us, we present a challenge. This report represents our best judgment of what you ought to do. Your camp committee should read this volume to expose themselves to the long-range planning questions which they must consider. The specific recommendations on your individual operations are not directives, but should serve as a basic framework for your future development. We look forward to assisting you in this effort

To those responsible for the allocation of *trust fund and foundation grants*, United Community Services (through the Camp Study Committee) is now able to provide impartial advice about requests you receive for capital improvement. We urge you to read this Report, as this background material is pertinent to every camp's operation. While we do not pretend to be experts, we believe that our goals for the growth of the camping community are entirely compatible with yours, and we look forward to having an opportunity to serve you.

United Community Services extends an invitation to *governmental bodies, other chests and councils, and private charitable corporations*, to work together in improving our resources for meeting the increasing recreational needs of society. This report will be of particular interest to you, and as you will see, many of the problems discussed are of a regional or national nature, and are not confined to the geographical areas of the agencies studied. We have received a great deal of help from the Massachusetts Commissioner of Natural Resources and the State Attorney General's office. We are grateful for this assistance and hope we can now be of service to governmental authorities.

A study of this nature, which has been worked on for almost three years, has required the assistance of many, many people. We particularly wish to thank Judge Lawrence G. Brooks, chairman of the Recreation, Informal Education and Group Work Division of UCS, and Mr. Wilbur J. Bender of the Permanent Charity Fund for giving us the encouragement to start this project. The Camp Council and the Camp Study Committee also wish to acknowledge their great debt to those foundations and agencies which financed this study. They include: The Committee of the Permanent Charity Fund, Inc.; Godfrey M. Hyams Trust; The Blanchard Foundation; and United Community Services. Finally, we wish to express our thanks for the tremendous support given us by UCS Public Relations Director Al Reese and RIG Division Director Lawrence C. Woodbury for endless hours of patient assistance to the committee.

JAMES H. LOWELL II  
*Chairman*  
Camp Study Committee



# CHAPTER I

*A booming economy has spawned a new generation,  
restless at some times, firm at others,  
that has changed Boston from its staidness  
to an international clime . . .*

## INTRODUCTION

Massachusetts' record-breaking economic growth since World War II has brought prosperity to its five million businessmen, laborers, and enterprising young people. For the first time in their lives, factory workers, fishermen, housewives, and housemaids alike are investing monthly in mutual funds that yield enviable returns.

Boston, with the largest mass of urban population in New England, and the nation's sixth largest metropolitan area,<sup>1</sup> is a sprawling, hideous metropolis whose ugliness is aggravated by its seeming lack of any city planning.<sup>2</sup> The unsightliness, which has been described recently by a world traveler as the "most incredible pile of junk I have seen anywhere," is further intensified by the local government's all-out preparation to live up to its All-American City award of April, 1963.<sup>3</sup> The 24-hour, seven days a week demolition of condemned buildings, streets, and structures and the construction of new buildings, hotels, and super-highways clog the already heavy atmosphere with smoke, offensive stench, soot, and ear-splitting din, and fill the sidewalks, streets, and alleys with mountains of dirt and filth. Like many other principal cities throughout the world, Boston is rapidly losing its New England character and changing its facade into an unidentifiable international one.

The internationalization of Greater Boston's two and one-half million citizens, which has aspects both good and bad, is nearing completion, albeit without total understanding. Nuclei of staid little communities, though still existing within the 987 square-mile complex, no longer maintain their colonial old-world past. The mansion rows and estate towns are encompassed with sub-division construction of medium priced dwellings within the Greater Boston town and city complex.

Programs for leisure are offered at all prices, in various structures and environments, on various sites, and shared by a multitude of eager participants — programs which sometimes change seasonally, oftentimes not, but all too often lack magnitude, scope, content, and philosophy.

The graceful cloaks, hats, and spats of the dowagers and gentlemen of Beacon Hill have been gradually replaced by copies of Dior or Cardin and Simplicity-pattern dresses. Filene's basement reductions of clothing give competition to Brooks Brothers, Bonwit Teller, and C. Crawford Hollidge with the commuting population of suburbia. Status no longer demands that company presidents ride to and from their ferroconcrete or glass and steel office buildings in chauffeur-driven Mercedes-Benzes or Chrysler Imperials. The avowed strip-joints of famed Scollay Square have been razed as the path of the bulldozers continues to gouge the subterranean pilings for the new multi-million-dollar Government Center and State Office Building on Beacon Hill.

As the press recently reported: "BOSTON — Horseless carriages are making further inroads into the transportation situation in Boston. Only 19 stickers for horse-drawn vehicles were issued by the city during the first eight months of the year — one less than during the same period last year and a far cry from the 52,000 permits issued in 1908."

Television, now entering 710,735 Greater Boston homes<sup>4</sup>, is heavy with commercials for Eastern Airlines, "The Man with the Suntan", and "Come to Hawaii".

The Greater Boston Chamber of Commerce records that in 1960 769,666 homes in Metropolitan Boston had a bath or shower, and 585,535 homes in Metropolitan Boston had 1 or more TV sets. Additionally, 125,230 homes in Metropolitan Boston had 2 or more TV sets.

Although the figures above are for bath *or* shower, very few homes have just a shower without a tub, so it appears that in 1960 there were more tubs than television sets in Metropolitan Boston. These are the latest figures available.

The street corners compete with coffee houses, jazz bars, and soda fountains as the rendezvous of the teeming youth. Neon signs, blazing in nerve-wracking discordance, are invariably internationalized — oftentimes meaningless and probably not understood.

To the visitor, the whole or any part of the *new Boston* is either entertaining or disappointing. To those millions of modern generation who can suddenly afford to become identified with it, it is all-consuming.

Underneath the rubble and din of urban renewal and area redevelopment still lies the charm and grace of colonial Boston. The consciousness of the general public for the health and welfare of the total population remains the same, as is attested by the large degree of cooperation between the public, and voluntary agencies.

The concern for and awareness of the need to supply social and welfare facilities and services to the Metropolitan Boston complex has been in evidence for years<sup>5</sup>. This concern is valid. Further conscious effort to fill the void left by shorter work weeks, longer vacations, longer life span, and earlier retirement remains a mandate on the societal structure of Boston.

The New Boston's energy flows now with unprecedented construction. Well over a billion dollars of construction is now under way or on the drawing boards. There is the towering Prudential Center; a new twenty billion dollar downtown skyscraper planned by British investors; 800,000 square feet of office, laboratory, and technical space in Technology Square; and a 45-acre tract of high-rise apartments and town houses in Charles River Park. "The Golden Semi-Circle", as 65-mile-long route 128 with

<sup>1</sup>Bureau of Census, 1960. Order of rank: New York, Chicago, Los Angeles, Philadelphia, Detroit, and Boston.

<sup>2</sup>The Boston City Planning Board was established in 1914 under Section 70, Section 41 of the General Laws. In 1960, Chapter 652 transferred duties and powers of the Planning Board to the Boston Redevelopment Authority. The city's first zoning law was passed in 1924 and the first building code in 1907. City statutes regulating the creating of new streets date back to 1870; however, this Board was abolished and control of new ways was transferred to the Public Works Department in 1954.

<sup>3</sup>Look Magazine. April, 1963.

<sup>4</sup>Chamber of Commerce records, January 15, 1963.

<sup>5</sup>Robert Cutler, Chairman. Greater Boston Community Survey Conducted by The Committee of Citizens to Survey the Social and Health Needs and Services of Greater Boston. 1947-1949. Boston: February, 1949.



its 334 industrial firms is called, forms a transportation and community arc around Boston, which serves as the "Hub". The planned Inner Belt Expressway will extend through Boston proper. Seven superhighways or expressways — three planned, and four in existence — constitute the spokes of the wheel. Spreading another great rim around the city with additions of spoke expressways is Interstate Highway 495 — the Outer Belt.

Greater Boston is an immense municipal complex of 76 cities and towns; however, 49 cities and towns comprise the geographical framework of the United Community Services area, as identified and designed by the Cutler Report.<sup>6</sup>

Since the establishment of the Metropolitan complex by the Cutler report, there has been a need — both because of financial alignment and administration — for United Community Services to look long at the participating town constituency. While 49 communities were earlier designed as an area with similar problems of socio-economic need, the era of the sixties may have changed this initial alignment to a broader and more complex one. There may be need for readjustment and realignment after 16 years to encompass a greater metropolitan complex; however, it is not within the confines of this study to either consider or recommend such action.<sup>7</sup>

## NEED FOR STUDY

The following was expressed by the Chairman of the Camp Study Committee, James H. Lowell, 2nd,<sup>8</sup> as the need for such a study as this.

"This study will help meet an imperative need for long-range planning in the area of non-profit camping. Camping programs are an essential part of the health and welfare services of the 'New Boston.' UCS is now accelerating its efforts to determine the camping needs of all of the people of the community and to learn how resources can be best utilized to meet these needs."

Further need was expressed by the Study Director on April 2, 1963.<sup>9</sup>

"Today's mushrooming population in Massachusetts has one acre of land per person. The importance of this is that our population is growing at a fantastic rate. This makes recreation more and more important. It makes camping space a sorely needed commodity. At the same time, camping space will dwindle away unless we do something about it and do something soon. What can we do? PLAN.

In addition, the demand for water is rising. Only with the most careful planning will it be possible to achieve an adequate supply of water for recreation and future camping needs.

To assure present and future generations of Bostonians outdoor recreation opportunities of adequate quality and quantity, more effective management of land and water resources and more careful planning is urgently needed.

In view of the developing shortage of recreation facilities, does it make sense to close a camp after only an eight week season?

First, the demand is great and is growing. Not only are there more people, but they are seeking the outdoors at a growing rate, and they are likely to do so even more in the coming decades.

Second, the kind of recreation people want most is relatively simple — a path to walk along, an attractive road to drive along, a shady hillside for a picnic and a chance to see trees and green grass. This is a heritage we must preserve for the future.

Third, the dollar that supports these non-profit camps must stretch. It must bend and it must turn corners, but it must be effective.

Fourth, people want these things where they live, and where most people live is in our growing metropolitan areas.

Fifth, we are not running out of land. We are falling short of using it effectively. The physical supply of land and water for recreation is bountiful; for reasons of ownership, management or location, access to it is not. We must effectively manage what we have and what we can acquire."

## STATEMENT OF PURPOSE, PROBLEMS AND LIMITATIONS

### PURPOSE

The drive for open space and the subsequent shrinking of open space near urban areas is a phenomenon of post World War II. National and regional studies indicate this concern is real and absolute.<sup>10</sup> Regardless of the use of space in and near Metropolitan areas, the amount of available acreage is fast diminishing. Economics of a post world war, stabilized economy, coupled with technology, a thriving population, and a change in the puritanical morality so that "other virtues exist besides work", have created a mobile and leisure-conscious society.

First, in light of this intensified concern for urban space and urban sprawl and the need for preservation of open space, United Community Services of Metropolitan Boston, through its Recreation, Informal Education and Group Work Division, would present a detailed proposal for capital outlay needs for (a) camping, (b) informal outdoor education property, and (c) open space needs of non-profit agencies for the next decade. These three factors were inseparable, due to programming, method of finance, acquisition, and licensing procedures which concerned these properties as a unit.

Secondly, while the specified open space properties were under the financial alignment of voluntary, service, or non-profit auspices, it was realized they serve a major need of the Metropolitan Boston population.

<sup>6</sup>Robert Cutler. Ibid. P.7

<sup>7</sup>Volunteers and professionals from United Funds in Lynn, Salem, Quincy and Greater Boston have recently merged into a single unit

<sup>8</sup>James H. Lowell, 2nd, "Toward Better Camping" The Bulletin of the Eastern Penna. Section, ACA, and the Camp Committee of the Health and Welfare Council of Philadelphia and Vicinity, November, 1963, p. 17.

<sup>9</sup>Dana E. Harlow, "Twentieth Century Challenges for Twentieth Century Camping", Address given at United Community Services of Metropolitan Boston, April 2, 1963.

<sup>10</sup>See related literature.

Similarly, by nature of clientele or user-groups, membership or opportunity of clientele to use properties was under various subsidies of Trusts and Foundations, the United Fund, donors, gifts, or subvention. Moreover, capital outlay needs for long term or immediate needs were solicited from Trusts and Foundations by agencies. In the latter, no organized or documented system of screening was or has been in effect by fund groups, and two foundations in particular have granted approximately \$500,000<sup>11</sup> for capital needs since 1957.

The basic plan was to assemble statistical data and to present valid findings, conclusions and recommendations on three major objectives:

1. To give an overall view of camp, informal outdoor education, and open space property needs which will serve as a guide for recommendations for children, youth and adults of Metropolitan Boston in the light of population trends until 1975.
2. To assess the ten-year capital needs for existing non-profit areas and properties, acquisition of additional open space recreation properties, modification of program, construction of new facilities or renovation of old, or curtailment or elimination.
3. To prepare a report which could serve as a guide for trusts and foundations, for United Community Services and its various planning and budgeting groups, and for individual agencies.

## PROBLEM

The proposed study was an 18 month concentrated effort to assess ten-year capital outlay needs for the existing outdoor properties of a non-profit service agency alignment and, principally, it was to seek answers to the following questions:

### *Major*

1. What is the combined worth of camp properties in relation to space, economics, and utilization?
2. What is the role or roles these properties play in meeting leisure needs for the Metropolitan population in light of present and future conditions?
3. Is there maximum use of the areas, or should these areas be reassigned in terms of user utilization? Should any be eliminated, or could there be any possible consolidation?
4. Based on national trends and acceptable standards, and in relation to existing public or private open space available to the general public, what acres are needed or recommended to meet the needs of a changing Metropolitan complex in relation to user groups?

### *Minor*

1. What are the existing leisure needs and interests of a Metropolitan population which can be served in the outdoors, as associated with supervision, administration, leadership, and program?
2. What is the existing role between public and non-profit agencies in serving the leisure needs in relation to twentieth century living and do the non-profit agencies have a continuous and legitimate role to play in view of existing public sponsorship of outdoor programs?
3. What format is needed in order to assure present and future generations of Bostonians outdoor recreation opportunities of adequate quantity and quality in the effective management and use of land and water resources. How might effective management practices be established and how can problem areas be controlled within non-profit agency groups?

## LIMITATIONS

For purposes which established the universe of the study, Metropolitan Boston was defined as the United Community Services area consisting of 49 towns and a 1960 population of 2,023,085. The standard Metropolitan area of Boston, as defined by the Bureau of Census, consists of 76 towns and cities and a 1960 population of 2,589,301, while the Metropolitan District Commission, a public entity, deals with an aggregate population of 2,016,290 and 37 towns and cities within the complex.

By nature of the locations of properties utilized outside the geographical framework established as the universe of the study, it was necessary to discuss certain underlying factors within the northern sectors of the megalopolis of the eastern seaboard. Specific geographical locales of Massachusetts, Maine, and New Hampshire were considered only insofar as the land space to be discussed supports Metropolitan Boston user units.

Policies governing the Study were established prior to the inception on July 1, 1963. The Study was to continue during a consecutive 18 month period. The Study Director and a staff, under contractual agreement, were recruited and employed for that length of time.

The study is limited to non-profit agencies which agreed to participate. Participation was not enforced; it was purely voluntary. Public, quasi-public, or private-commercial organizations or agencies were not considered. Within the limits of human frailty there remains always a degree of subjectivity and the answers given in the interview schedule, the opinions solicited on specific questions, and the assertions within primary source data throughout the study are valid *only* insofar as they reflect the judgments and integrity of the participating members, and the human errors which govern people in day-to-day relationships. While conscientious efforts have been endorsed throughout human errors by the associates and assistants, and the Director are ever prevalent. The frailty of a human to err should be expected; however, the professional judgement and wisdom of *all* should be respected.

By dictates of time, staff, and grants-in-aid from Trusts and Foundations, the underlying factors as outlined in *minor problem areas* received less investigation; however, it should be noted that these minor problems are not in reality lesser problems, but for identification purposes only, are so designated.

## DEFINITION OF TERMS

Words or terms or phrases that may be susceptible to a variety of definitions or interpretations are here defined by the author as he intended them to be used. These definitions, in their precise and exact form, are not necessarily repeated in the body of the report.

<sup>11</sup>"Minutes". United Community Services of Metropolitan Boston, Recreation, Informal Education and Group Work Division, January 2, 1963. (Mimeo)



*Camping* — (ACA) Camping is an out-of-doors experience where emphasis is placed on the enjoyment of simple living and where campers have an opportunity to take considerable responsibility for the basic problems of day to day life. It is a recreation experience in the out-of-doors which provides special opportunity for education and for social adjustment through group living.<sup>12</sup>

*Non-Profit Camps* — Non-profit or organization camps are largely supported by the general public either through the United Fund, private subscription, or by trusts and foundations. The small fee assessed the camper makes camping a possibility for children from even the lowest income brackets.

*Private Camps* — Private Camps are under the direct ownership or sponsorship of persons who, while cognizant of interests and welfare of their clientele, have established fee scales as an economic venture.

*Day Camp* — Utilization of an open-space property located within easy commuting distance of a sponsoring agency for day use only. Clientele are transported to and from the area on a day-to-day basis. The average camp functions from 6 to 8 hours per day.

*Centralized Camping* — An army style arrangement to meet the demands of members and programs projected in a mass-type shuffle. Structures, for the most part, are arranged in a formal, straight line along central pathways or roads with a main lodge in the center. Sleeping quarters, like military barracks, are large structures with double-deck bunks.

*Unit or Decentralized Camping* — (Spearheaded by the Girl Scouts.) A large group is broken into smaller units of twelve to twenty-four who live more or less independently and carry on their own activities just as though they constituted a small camp of their own. The members of the unit are a homogeneous group, selected because of similarities in age, camping experience, and general developments.

*Overnight Camp* — Overnight camps are defined in this study as group camps of one to three days duration, which require at least one night to be spent at camp. Individual groups or troops usually conduct overnight camps as a separate function and not as part of a metropolitan program. The program may include everything found in a resident camp, but is usually developed to conform to the situation and the limited time available. The distinction between the resident camp and the overnight camp as used in this study is more on the basis of time than of location.

*Resident Camp* — A resident camp is an organized camp with staff and facilities for living within a defined area for periods ranging from more than a few days to as long as eight weeks. Most organization-sponsored camps are short term, from one to three week periods.

*Open-Space Land* — Open space land is undeveloped or predominantly undeveloped land in urban areas having use for park, recreation, conservation, historic or scenic purposes.

*Short-Term Camping* — A facility offering in-resident occupancy from two days to three weeks duration. Primarily, a place of non-profit or organization camping.

*Long-Term Camping* — In-resident occupancy of individual campers over a consecutive three-week duration. Associated with private camps for the most part or through referrals for specific sociological reasons by organization and non-profit camps.

*Municipal Camps* — Municipal camps are often established in a large park or reservation and on land leased from county, state or federal authorities. Some cities, however, have acquired special properties as camp sites, usually near or outside the city limits. Such a site should be in a comparatively secluded area, partially wooded and preferably with access to a body of water suitable for swimming.

*Profit à prendre* — This means the sport yields a dividend, so to speak, to the participant, such as hunting and fishing.

*National Affiliates: Community* — Those agencies operating with a charter issued by a national organization with or without regional headquarters and serving a variety of needs within the community. The community, in this instance, is defined as a combination of neighborhoods having common geographical, sociological or psychological bonds. These agencies cross many neighborhood areas and within the agency organization, participation is limited to a defined constituency with paid membership on a year-round basis.

*National Affiliates: Neighborhood* — Those agencies operating without a charter but which are sustaining members of a national service organization whose purpose is to serve the social work needs within a neighborhood. The neighborhood, in this instance, is defined as a district so identified by the character of its people. In many instances, user units are limited to these neighborhoods by intake policy. There may or may not be a fee and charge attached to the individual for membership.

*Non-National Affiliates: Regional* — Those agencies operating without national or regional service organization alignment and serving specific defined needs within the region. The region, in this instance, has no defined geographical boundary but the majority of constituents, for the most part, are aligned to specific socioeconomic needs. There may or may not be a charge to the individual for participation.

*Religious: Ethnic* — Those agencies directly sponsored, administered and governed by the church or synagogue. While core support of the facilities, programs and leadership is financed through the sponsoring agency's budget, separate and secluded funds are solicited outside the hierarchy for special needs. Clientele and user units are limited to constituents who have specific ethnic or religious alignments. These agencies may or may not limit their intake to specific neighborhoods and there may or may not be a fee and charge attached for membership.

*Religious: Selected* — Those agencies directly sponsored and governed by the church or synagogue. Core support of programs, leadership and facilities may or may not be from the hierarchy and intake is non-sectarian but a degree of selectivity of user units is enforced. User units are not limited to any specific neighborhood, region or community insofar as they meet specific and defined characteristics. There may or may not be a fee and charge for membership.

*Socio-Medical* — While these agencies may or may not be aligned to a service organization with regional and national alignment, their major purpose is to serve user units having special characteristics definable to medicine or psychology.

<sup>12</sup>American Camping Association



Clientele intake is not limited to any region, neighborhood or community but intake is geared to the degree of personal handicap and availability of space and funds. In many instances, characteristics which identify these constituents have been established by law and the degree of handicap is similarly so identified through these media.

*Operatives: Employment* — While these agencies, may or may not have a variety of different programs and may or may not be aligned with national or regional organization, the basic purpose in this instance is to promote a work experience for salary in a given locale. While other recreation experiences may occur within the given area, the role of the basic user unit is that of employment and salary rather than recreation per se. A fee and charge is assessed. Intake is limited to supply and demand.

#### *Municipal Boston Districts of Massachusetts*

The Boston Health and Welfare Research Division has established these boundaries:

*West End* — bounded by Beacon, Bowdoin, Chardon, Traverse, Haverhill, Washington Streets, North End and the Charles River.

*North End* — is the area adjacent to the West End and separated from the South End by Park, Milk, School Streets and Atlantic Avenue.

*South End* and *Back Bay* are divided along Arlington, St. James and Berkeley Streets and the New Haven Railroad tracks to the Roxbury line.

Similarly, the book, *Boston and Its Suburbs*, published in 1888, defines the area as:

*West End* — that part of the city lying to the north and west of Sudbury, Court, Tremont and Beacon Streets.

*North End* — the section lying north of Green, Court and State Streets to the harbor line.

The book describes the "Business District" as separating the North and West Ends from the South End and Back Bay. In 1888, the business area bounded by State, Court, Tremont, Beacon, Charles, Eliot and Kneeland Streets to the harbor. However, the Boston Redevelopment Authority moved the boundary from Kneeland Street further south to the tracks connecting the Back Bay railroad station with South Station.

*South End* — is the area from Dover Street, south flanked by the New Haven tracks over to Back Bay.

Cambridge Street can be considered to separate the *West End* and *Beacon Hill*. It has been noted that the Boston Athenaeum places greater emphasis on Beacon Hill being a part of the West End.

*Consentives* — Productive groups formed by individuals who will come together on a voluntary basis simply because they want to do so.<sup>13</sup>

*Leisure* — Leisure is *time beyond* that which is required for *existence*, the things which we must do, biologically, to stay alive (e.g. eat, sleep, eliminate, and the like), and *subsistence*, the things which we must do to make a living, as in work, or prepare to make a living, as in school. Leisure is time in which our feelings of compulsion *should* be minimal. It is *discretionary* time, time to be used according to our own judgment or choice.<sup>14</sup>

*Recreation* — Doing for the gratification of the doing.<sup>15</sup>

*Tents* are distinguished from *tentsites* by virtue of the former being temporary canvas shelters erected prior to the summer program, whereas *tentsites* are merely established locations within or adjacent to property boundaries, with or without platforms on which the occupant erects his own shelter.

*Infirmery or Dispensary*, used synonymously, must comprise more than a first aid kit or medicine chest in a large room to be identified as such. This facility must exhibit some means of seclusion and at least one bed. This commentary is used as means of identification and in no way implies the acceptance or non-acceptance of in-resident health practices by identifying structures as a dispensary or an infirmary.

*Administration Building* refers to a separate structure or group of structures utilized for administrative procedures. It does not refer to a room used for office purposes in a structure devoted primarily to other purposes.

#### *Public Recreation Terms Common to Agency Operations*<sup>16</sup>

*Administration:* Determined action taken in pursuit of conscious purpose; its components are planning, organizing, staffing, direction, supervising, coordination, reporting and budgeting.

*Annual Report:* An extensive report made each year by the department head and submitted to the recreation board, mayor, city council, city manager, and/or other municipal managing authorities. Such reports usually contain information and records concerning the functions of the department, its organization, physical properties, program, personnel, finances, specific needs, plans, accomplishments and recommendations.

*Appointment:* (personnel) The designation by an authority of an applicant to a position within the recreation agency. The position may be a full or part-time one and require a period of probation before the appointment becomes final. Appointment power is generally granted to the recreation executive upon the approval of the recreation commission, city manager or personnel department.

*Assessment:* A valuation and listing of property for purposes of taxation.

*Balanced Program:* A diversified program of recreation activities and services based on established principles and designed to equitably meet the broad interests, needs and capabilities of the populace.

*Budget:* An outline of anticipated revenues and expenditures required to operate a recreation program for a given period of time. It is prepared by the chief executive or under his direction, presented to the recreation board, commission or advisory committee, to the city manager and finally to the local governing authority for adoption and approval.

<sup>13</sup>Albert Theobald, "Leisure — Its Meaning and Implications," *Recreation*. January, 1964' p. 10.

<sup>14</sup>Harold D. Meyer and Charles K. Brightbill, *Community Recreation — A Guide to Its Organization*, p. 27. Englewood Cliffs, New Jersey, Prentice-Hall, Inc.

<sup>15</sup>G. Ott Ronney. *Off the Job Living*, New York, A. S. Barnes Company, 1946, p. 16.

<sup>16</sup>Douglass Sessoms, University of North Carolina (North Carolina Recreation Commission, Publication #20, June, 1956).

**Capital Expenditure:** Expenses representing the acquisition of property or the construction, addition or major repair of recreation areas and facilities. Funds for capital expenditures are usually provided through bond issue or annual appropriations earmarked for capital expenditures in the operating budget (pay-as-you-go-plan).

**Capital Improvement:** Improvements made through capital expenditure.

**Charter:** A legal written authorization, usually granted by a state legislature and executed in due form, guaranteeing or granting rights, franchises or privileges to a public or private corporation. It is an organic law of the governmental subdivisions of the state and can be amended by the vote of the people within the subdivision with approval by the state legislature or by the legislature itself.

**Compensatory Time:** The granting of time off from a job for work time in excess of that which is required. Many departments have adopted the policy of giving one hour of vacation with pay for each hour of overtime worked.

**Comprehensive Survey:** A study which provides an extensive, thorough investigation and analysis of the leisure and recreation pattern of a given locality. It includes an investigation of social, political, economic and cultural relationships which have affected, are affecting, or seemingly will affect the future leisure and recreation services in a specific locality.

**Condemnation:** The process by which governments exercise the rights of eminent domain. Condemnation procedures vary from state to state.

**Contingent Fund:** Money set aside in the budget, without reference to specific use, to be drawn upon in case of emergency or for unforeseen events.

**Enabling Legislation:** Acts of a "permissive" nature passed by a state legislature granting political subdivisions within the state the right to establish, maintain and operate organized programs of recreation. Specific duties, powers and responsibilities are expressed in the acts.

**Encumbrance:** A financial obligation that is represented by an outstanding order, contract or a similar item which is expected to become payable.

**Fees and Charges:** Revenue received from the charge for particular services or for a special privilege provided by the recreation department such as golf courses fee, admission to athletic events and sale of craft supplies.

**Governmental Function:** Services performed by a municipality incident to sovereignty, such as making and enforcing police regulations, prevention of crime, preservation of public health and operating a recreation program. The building and instrumentalities necessarily used in connection with the performance of these functions are likewise classed as governmental. In the final analysis, it is up to the state's supreme court to decide if a service is governmental or proprietary.

**Job Specification:** A written record of the minimum employment requirements or standards which must be met by an applicant for a specific position. Job qualification is often used as a synonym for Job specification.

**Liability:** The legal state of being bound or obligated to pay due to negligence. Creating and/or maintaining a nuisance or the making of charge may tend to subject a public recreation agency to a suit for liability.

**Managing Authority:** An agency such as the recreation department, board of education, park department or park district set up under governmental charter or as part of the governmental system of service agencies to manage and administer certain recreation areas and facilities, program and services for the general public.

**Master Plan for Recreation:** A long-term guide for the systematic and orderly selection and development of recreation facilities and services over a given period of time. It might be composed of such elements as goals, organization structure, activity program, areas, facilities, personnel and financial support.

**Multiple-Use Areas and Facilities:** Physical features designed and constructed to meet the space and facility requirements of several types of recreation activities. A gymnasium is an example of a multiple-use facility.

**Non-Recreation Revenue:** Represents all income other than revenue receipts. Includes borrowings, sales of properties, refunds and rebates, endowments, gifts and trust receipts.

**Nuisance Laws:** Laws which make one liable for committing acts that endanger life or health, give offense to the senses, violate the laws of decency or obstruct the reasonable and comfortable use of property. Municipalities and recreation departments must observe these laws and are not exempted from liability if they are violated.

**Operating Fund:** Money appropriated by the managing authority to be spent by the recreation department during the fiscal year for the operation and maintenance of recreation programs and services.

**Ordinance:** A rule or law passed by the legislative body of the city. Ordinances may be amended or rescinded by the city's law makers.

**Outdoor Recreation:** This term may refer to any type of recreation activity accomplished in the out-of-doors such as outdoor band concerts, picnics, outdoor pageants and outdoor dances. It may refer specifically to activities performed in the natural environment — nature and outing activities.

**Priority Schedule:** A listing of items in order of their importance and precedence and used as a guide for the acquisition and/or development of recreation areas, facilities, programs, and services.

**Probation:** The policy of not considering an appointment final until the appointee has demonstrated his capacity for the work; generally probation periods vary in length from one month to a year depending upon departmental policy.

**Proprietary Function:** Services, ordinarily exercised by private business, being executed by a municipality as a means of obtaining revenue. A municipality is usually liable for negligence in exercising the powers and privileges conferred on it for financial advantage.

**Recreation Advisory Committee:** A body of elected or appointed laymen serving in an advisory capacity to the recreation executive or recreation board. They may represent the views of the agencies promoting recreation, various age and minority groups and geographic locations within the community served. An advisory committee is found in cities where the recreation board has advisory powers.

**Recreation Board:** An appointed or elected body of laymen, serving on a salaried or volunteer basis, usually responsible for determining the policies of a public recreation agency and/or advising the chief executive. It convenes from time to



time and is generally required to act collectively according to powers derived from enabling legislation, charter or similar jurisdictions.

**Recreation, Public:** Governmental provision of recreation opportunities and services to all people. It is financed primarily by taxation and includes the establishment, operation, conduct, control and maintenance of program, services, areas, and facilities.

**Recreation Tax Levy:** A tax voted by the people and expressed in terms of three to ten cents per one hundred dollars of assessed valuation of property within the corporate limits of a given area. It is enacted by popular vote and subject to change by the same procedure. (North Carolina Law)

**Referendum:** A method by which the people bring a legislative measure to a direct vote of the electorate.

**Reservation:** (a) A large tract of land varying in size and design, retaining its natural state so as to preserve its natural resources and scenic features. It is often located outside or near the city limits and may come under the jurisdiction of local, county, state, regional or national units of government.

(b) Holding or retaining of a specific area or facility for the sole use of a certain individual or group.

**Self-Supporting Program:** An activity or service financially supported by revenue derived from its own operation. Services of this type include the operation of swimming pool, golf course, or bowling alley.

**Shelter House:** A building, usually located on a playground or playfield, equipped with such features as an office for the director, space for storage, toilets and a craft or play room.

**Standards:** Norms, established by authority, custom or general consent to be used as criteria and guides in establishing and evaluating program, leadership, areas, facilities, and plans.

**Work Schedule:** An orderly and logical listing of the tasks, projects, and activities to be planned and/or carried out during a given period of time. It may include the listing of the names of employees responsible for each project and present the items in chronological order.

**Youth Service Organizations:** An agency offering recreation, group work and/or other services to youth as means toward a selected purpose and organized as a contribution to their informal education, personality and physical growth and development. Organizations such as the Young Women's Christian Association, Boy Scouts of America, Youth Council and Junior Optimists are regarded as Youth Service Organizations.

## LEGAL TERMS AND OBLIGATIONS COMMON TO NON-PROFIT OR PRIVATE AGENCIES

It should be noted early in a discussion of legal obligations surrounding the operation, ownership, partnership and management of real estate by private and non-profit agencies that *this material is not a substitute for competent legal advice in specific individual situations*. However, it is difficult to discuss outdoor area management problems, particularly those concerning credit records, accounts, partnerships and the like, without using descriptive legal terms.

Moreover, all operators of non-profit and privately sponsored programs on real estate holdings should be acquainted with various legal documents which they will utilize during the normal course of administration. Terminology and factors related here will in no way relieve the reader of the necessity of seeking responsible legal advice from a competent attorney. It merely describes, in general, the types of legal documents most frequently encountered. The law has developed through numerous appellate court cases and the enactment and amendment of statutes. Some of the legal language has become very exactly spelled out, that is, to have one and only one meaning. It is fundamental to realize that the old adage "*Ignorantia juris nominem excusat*" still holds true. Failure to know this or otherwise be ignorant of the law is not considered a valid excuse for non-compliance. It is presumed that an executive or his agent, namely his attorney, is informed of the law at the time of initiating contractual agreements.

Cases reviewed and documentation solicited and analyzed within the course of this study indicate executives do not fully understand the necessity to comprehend the facts surrounding their *legal* duties. The operation of non-profit and charitable organizations, while chartered and sanctioned under certain rights deemed necessary in day to day operations, does not eliminate nor preclude their specific *legal functions or obligations*. The letter of the law is specific in most instances.

### CONTRACTS

It is presumed that a person or agency or the latter's agent — an attorney in this instance — is informed of the law at the time a contract is entered into.

A *contract* is an agreement between two or more people. Contrary to popular opinion, it may be either verbal or written. In many cases the requirement of witnesses being present is mandatory. Similarly, there usually is a "consideration" which consists of payment.

## METHODOLOGY

### ESTABLISHING THE UNIVERSE

By virtue of the metropolitan operational bases, the communities or clientele served, and the geographical locales of areas serving these user units and maintained by agency operatives, a dual universe had to be established — topographical areas versus user habitations and agency bases.

Participating agencies were limited to those operatives serving specialized needs within the urban complex of towns and cities of the United Community Services' designated territory. These towns and cities not only served as a base to establish a universe for the user units but did establish limitations on members and conditions. While communities serviced existed within this complex, the physical properties and areas utilized were located throughout the northeast megalopolis of the eastern seaboard.

Therefore, it was incumbent to discuss and analyze (1) the basic structures and components of need and its meaning supporting alignments within Metropolitan Boston as related to human characteristics and (2) similarly, the physical land characteristics and its ultimate utilization and management which were located beyond the territorial limits yet under Metropolitan ownership and/or management. While separated by two entirely different subjects and substances — land versus people — the two were in-

separable. The dual universe consisted of human need versus capital need for the next decade, first, for a community and secondly, a metropolis.

#### COLLECTION AND ANALYSIS OF BACKGROUND DATA

Extensive but selective background information through the use of an *interview schedule* was secured from participating agencies and translated into statistical and graphic form. These data provided the base for determining the underlying forces which affect the present and future open space needs of the representative universe.

Information collected with this technique included these data: geographical locale, managing authority, historical background, annual reports,<sup>17</sup> plot layouts, master plans, priority schedules, clientele geographical areas, valuation of area, organizational alignment and administrative procedures, area utilization and space allocations, factors affecting water source, supply distribution, and utilization, programming, financial and budgetary policies and practices, sources of fire protection and sanitation, descriptive data of units and indoor facilities and outdoor areas, operating policies in relation to personnel, kitchen, purchasing and procurement.

#### REVIEW OF RELATED LITERATURE AND ALLIED PRIMARY AND SECONDARY SOURCE DATA

Information collected included data on population growth, characteristics and distribution; economic trends including pattern of employment, pattern of consumer spending, and characteristics of the labor force; land use patterns, with emphasis on the extent of ownership and the nature and extent of vacant land; transportation facilities including existing public transportation network; legislation governing open space needs with private-public alignments and a review of litigation.

This general data provided a core base of reference for a more specialized study of needs which have a direct relationship on capital expenditures for the next decade.

#### REVIEW OF PAST DEVELOPMENTS AND EXISTING STATUS OF NON-PROFIT AGENCY AREAS

The sixteen year history of United Community Services' role in non-profit camping and its predecessor organization, the Boston Community Council, was retraced to determine trends and happenings of past generations.<sup>18</sup> The present status of this alignment was fully explored to insure that maximum and full advantage could accrue, commensurate with existing research, coordination and planning endeavors. Past programs and previously conceived plans for future development were explored, revalued, and coordinated with recommendations arising.

Norms were established based on existing and approved legislation or professional practices with supporting evidence.

#### REVIEW OF OTHER RECREATION FACILITIES AVAILABLE TO THE METROPOLITAN POPULATION UNDER SEMI-PUBLIC, PUBLIC, OR PRIVATE AUSPICES AS ALIGNED WITH THE BASIC LIMITATION OF OPEN-SPACE NEEDS.

Existing and planned park and recreation facilities under the jurisdiction of Massachusetts Department of Natural Resources, the 37 cities and towns in the Metropolitan Parks District, the Massachusetts Association of Conservation Commissions, the existing planning boards of the 49 towns and cities within the UCS framework, the New England Section of the American Camping Association, Massachusetts Recreation Society, the National Recreation Association, the superintendents and directors of public recreation and superintendents of public schools within the geographic locale, all these were studied. The University of Maine, the University of New Hampshire, and the University of Massachusetts Agricultural Extension Services, Massachusetts Department of Education, Action for Boston Community Development, Boston Redevelopment Authority, and available inventory sources of public and private agencies were also surveyed. This permitted the Study Director to prepare a composite picture of existing open space properties for recreation for the Metropolitan Boston population and user areas within the eastern megalopolis.

#### ANALYSIS OF FACTORS INFLUENCING OPEN SPACE, INFORMAL OUTDOOR EDUCATION, AND CAMPING NEEDS OF NON-PROFIT AGENCIES.

In light of the rapidly changing social and economic conditions, it was necessary to re-evaluate the need for non-profit agency participation, both in substance and magnitude. Since the inception of non-profit programs, more leisure and the pathology of boredom coupled with greater mobility and longevity have materially altered these needs. These forces may be expected to exert greater changes in the next decade.

#### THE ROLE OF THE AGENCY

A further step, as dictated by current trends, was to determine the realm of responsibility, legitimacy, and coordination of existing agencies and programs to other semi-public, public, and private operations. These included a definition of legitimate responsibilities and activities of non-profit agencies, which could and should be carried out.

#### PROJECTIONS

The U. S. Bureau of Census has issued a set of stated projections through the year 1936 using the component-ratio method, and these projections have been extrapolated through the year 2000 using the same underlying assumptions. These are essentially the figures prepared by the Bureau for the Senate Select Committee for National Water Resources.<sup>19</sup>

<sup>17</sup>Annual reports, if in existence, were solicited from the year 1957 to the present. The year 1957 was selected arbitrarily due primarily to the dictates of the time element, by the Study Director, and represents only the specific data, while reviews of other secondary data from other sources were not limited to any specific year.

<sup>18</sup>Bureau of Research and Studies, Boston Council of Social Agencies. "Summary Report of a Study of Summer Camps Conducted by, Boston Social Agencies and Other Organizations." Boston. 1938, p. 15.

<sup>19</sup>86th Congress, 2nd session, Senate Select Committee on Natural Water Resources, Committee Print Number 5, "Population Projections and Economic Assumptions," March, 1960.



The projections of regional and metropolitan populations involved the same differences as mentioned in the above national projections. There are intertown differences in the birth and death rates across the Metropolitan complex, but these are minor differences in the rate of population growth among towns. By far, the biggest source of differential population change is in migration and the transitory mobility of an economically advanced population. Since migration is acutely sensitive to such unpredictable factors as the economic climate, and since the past is not necessarily a guide to future migration patterns, projections of regional populations are very hazardous.

There are many approaches to the projection of regional, metropolitan, and national population aggregates as employed by statistical analysts in the field of sociological research. The most common are: the ratio, the apportionment, and the adjusted sums.<sup>20</sup> The Bureau of Census uses neither. Its method is termed a component method, but which should perhaps be ruled as a component-ratio method. The basic procedure, in this instance, is to compute the ratio of vital rates (birth rates, migration rates, and death rates) of States to the comparable national rates for an equivalent time period and project accordingly. The assumption can be made, though, that these ratios either remain fixed or change according to whatever trend the past data indicate is present.

## SOCIO-ECONOMIC FACTORS

Sweetser's *Patterns of Change in the Social Ecology of Metropolitan Boston*,<sup>21</sup> and *The Social Ecology of Metropolitan Boston*<sup>22</sup> were utilized for socio-economic projections in cooperation with the U. S. Bureau of Census and the reports of the Outdoor Recreation Resources Review Commission. While socio-economic factors are important in this study, they are utilized only as supporting evidence. For full factors relating to these subjects, referral to the Sweetser reports for Boston is urged.

In the development of any kind of social or economic program which hinges on utilization of a given area or areas, it is important to have an adequate picture of the population, especially in reference to its trend characteristic, and distribution in the area. This becomes even more important because of the recent changes in the growth of the population and the development of new patterns of distribution and settlement. In the field of camping and informal outdoor education where there are many allied programs in operation because of various economic and educational efforts to advance the well-being of the population, the basic data on population are just as significant as in other lines of endeavor.

The data and projections in this study are based on authoritative census materials. It should be noted, though, that the interpretation of different cases has been made possible by extensive review of secondary and primary sources obtained through the analysis of specific geographical locales within the different regions of Eastern Massachusetts.

Within the section depicting *valuations* and ownership, town records were examined, especially the reports of the assessors for the year 1963. Similarly, the reports and records of the Commissioner of Taxation were examined for information on tax exempt public property. Additional secondary and primary data were secured from the Metropolitan District Commission, and public officials in individual towns in which property areas were located in Massachusetts, New Hampshire and Maine. In some doubtful cases, it was possible to obtain data from the Registry of Deeds for specific land holdings in a specific geographical locale. In the remaining instances, the best estimates represent the opinions as documented in historical abstracts and the views expressed by operation executives. Funds and time were not "permissive" enough to permit the inclusion of ownerships as held by semi-public institutions, such as schools, churches, and other quasi-charitable or charitable organizations dedicated to public service.

In this study, land holdings of public entities and that within the statistical universe are featured only in Massachusetts. The discussion and analysis are confined to these limitations.

## RECOMMENDED PROGRAM OF DEVELOPMENT

The final step was to determine the needs of long-range development which are the specific responsibility of non-profit operations. This program included the description of facilities and areas, their locations and essential characteristics, and a priority listing of costs for capital needs until 1975.

The recommended development is intended as a basic guide upon which the non-profit operations within the statistical universe can focus their energies to keep abreast of expanding needs of the region in relation to supporting claims for financial alignment to Trusts and Foundations and United Community Service Budget Committees.

It should be noted, that recommendations must be flexible to allow for unexpected patterns of growth and variations of needs which cannot be foreseen.

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<sup>20</sup>George F. Mair, "The Projections of National Populations," Unpublished Doctor of Philosophy Dissertation, Princeton University, 1958.

<sup>21</sup>Dr. Frank L. Sweetser, *Patterns of Change in the Social Ecology of Metropolitan Boston*, 1950-1960. © Division of Mental Hygiene, Massachusetts Department of Mental Health, 1962, p. 158.

<sup>22</sup>Dr. Frank L. Sweetser, *The Social Ecology of Metropolitan Boston* 1960. © Division of Mental Hygiene, Department of Mental Health, 1962, p. 239.

## CHAPTER II

### *Raison D'Etre*

The principle surrounding the existence of voluntary agencies has been traditional in two types of development. Within their respective administrative frameworks, one group has its program core devoted to and organized on a community-wide basis with national affiliations, while the second programs its aims and objectives to meet neighborhood needs. This principle of thought surrounding their existence, while ageless, is stated again for a pioneering move.

The primary responsibility of private voluntary agencies in providing programs of play, recreation, and group experience is to develop their programs against the background provided by the tax-supported agencies in order to meet the special needs of groups.<sup>1</sup>

In considering the practical application of this principle, one should realize that routine services governed by normal needs of groups and individuals should be met on a public community-wide basis — routine insofar as modern thought to recreation programming is concerned. Obviously, certain groups and individuals have special needs due to their own peculiarities — social, emotional, physical, or cultural — which influence and compound these needs for special services.

As special and routine needs have expanded in every community, the citizenry has been requested to support a larger number of services directed toward the development of better community and individual life. These requests suggest financial support through the tax structure and voluntary contributions. The momentous aggregate of these requests has increased year by year until the total for the average community has reached such large proportions that it seems impossible to attain. These situations, aggravated by the oftentimes inflationary tendencies of the times, have forced the citizens and their leaders to appraise exactly what services their community is *buying*. This thought is not a new one, but it is a sane one. Community leaders readily recognize that essentially there should *not* be two communities — one a community of voluntary contributors and one a community of tax payers. It should be further recognized that people will always purchase specialized services to their whims and wishes — a premise of the times and the century — but when it becomes necessary to subsidize the provision of these services through the raising of community funds, either by subscription or tax, the services *belong* to the community and should be so recognized and adjudged. This awareness is focused on the necessity to *plan* the expenditure of the community dollar available for the support of recreation services. This factor alone compounds the essentiality of the development of a *community-wide* and *community-conscious* program based upon cooperative joint effort of all agencies, both tax-supported and volunteer.

Disciplines within this movement or thought are far-reaching. It thus becomes fundamental to determine what discipline is being discussed, and the discipline in this case is camping, informal outdoor education, and open space. Then, it is from this vantage point that one can assess the legitimacy, the need, and the *reason for existence* of voluntary agencies within this gamut, and apply principles which will revoke or invoke respective *roles*. It is then important to validate the steps in which the two communities can assimilate efforts through coordination for effective and far-reaching services.

The roles of voluntary agencies and public departments sponsoring recreation were explicitly stated in the Pangburn report of 1937,<sup>2</sup> the Barrett report<sup>3</sup> and Cutler Study<sup>4</sup> of 1949, and further exemplified in the early Master Plans<sup>5</sup> of the 1920's for Boston, Arlington, Duxbury, and Yarmouth, and a special project for Boston's North End.<sup>6</sup>

Barrett stated, "the major fact which should always be kept in mind is that organizations are established as means to attain ends and not as ends in themselves. Loyalty to organizations and their efforts is commendable, but only to the extent that their services are socially and economically sound as measured in terms of total values to the field of service and to the community as a whole . . ."

The evolution of public and voluntary agencies sponsoring recreation to their contemporary existence has not always been incisive; neither have their developments been direct. This evolution has been erratic, somewhat irregular, misinterpreted, and often misunderstood. There has been no well defined pattern of organization or administration, and for that matter, little coordination. Moreover, transitory changes have occurred through or by the force of specific personalities and, at best, by the accumulation of experiences. Response to changing needs and interests has advanced transition of approach in many instances. This response varies from agency to agency and community to community. Conditional change has been rebuffed by many agencies, or agencies have been slow or reluctant to accept program changes to meet changing needs, and this has resulted in the inauguration of new agencies which, in a fashion, support the existing and unmet circumstances. As major problems or major needs were uncovered, their importance became avidly recognized and hence the inauguration of a tax supported, public agency. Each of the Metropolitan Boston agencies — both public and voluntary trace their evolutionary involvement to these specific needs and

<sup>1</sup>Lewis R. Barrett, *Greater Boston Community Survey, Parts I, II, III*. Boston, 1949, p. 22.

<sup>2</sup>In 1937, a committee of the Greater Boston Community Council sponsored a study which concerned the support of the City's recreation programs by tax in conjunction with the National Recreation Association. The report of this study, known as the Pangburn Report, recommended the establishment of a Recreation Commission representative of the Park Commission, the School Committee, and interested citizens. This Commission was to administer, coordinate, and consolidate the recreation program of the tax-supported agencies, and to be an administrative and planning body for these programs.

<sup>3</sup>Lewis R. Barrett. *Greater Boston Community Survey, Report on Recreation and Group Work Services*, Greater Boston Community Council, Parts I, II, III, IV, 1949.

<sup>4</sup>Robert Cutler, Chairman, et al., *Greater Boston Community Survey, conducted by the Committee of Citizens*, Greater Boston Community Council. 1949.

<sup>5</sup>Charles A. Eliot. Harvard University, Cambridge.

<sup>6</sup>John Howard. Massachusetts Institute of Technology, Cambridge.

<sup>7</sup>Barrett, Parts I, II, III. *op. cit.* pp. 5-6.



tend to justify and support their continued existence on this basic format, and often without regard to coordinated planning or other existing services, continue to duplicate service efforts and money, irrespective of other legitimate developments.

It has been repeatedly demonstrated by national studies and vividly portrayed by communities, both large and small, throughout the nation, that promoting recreation is a basic function of local government. This thought, however, is not construed to mean that voluntary agencies should "go out of business." On the contrary, the legitimacy of their existence is valid and direct insofar as they continue to meet *specific* needs against a backdrop of public programs for specific areas which have social, emotional, physical or cultural need. Then the planning, organization, and support of programs should be in harmony.

A second, yet fundamental, reason for existence supports the base that a democracy is not supported in its entirety by subventions. Therefore, there are no valid reasons why all recreation, all outdoor areas, all open space properties should be under governmental or public auspices. Though reasons vary, the principal one appears to be a matter of instinct.

Moreover, the basic core of this study approaches this conventional thought with a sense of longevity for volunteer agencies. The need of coordination among agencies and public is omnipresent and doubly so in the preservation of open space properties which will take care of present and future needs in the decades ahead. As William H. Whyte<sup>8</sup>, an advocate of open space acquisition stated on this score, "... The need is plain ... this land is going to have to take care of many more people. It can do it well; it can do it poorly. Which it is to be will be determined in a relatively short time ... Here and there it is too late — and there are signs aplenty of how quickly, and irreversibly, the land can be desecrated ... Thanks to earlier foresight, and some luck (some) of the hills and ridges ... are still unspoiled. Will this be saved for the future — or splattered with septic tanks and neons? Will the meadows of the floral plain be conserved with farms and parks — or will they be chopped up with parking lots and excavations? ... or will there be room left where children can play, a stream for an afternoon's fishing, a shady hillside for a stroll? And what about a village green? The basic concept makes as much sense today as it did two centuries ago ... These are questions of more than aesthetics; they are of critical economic importance."

Voluntary agencies and public agencies should rearrange their concepts and realize progress is inevitable, and support the citation below without occlusion.

"Within the past decade, programming for recreation needs has become a standard caption within the organizational framework of many public, semi-public, and private groups and agencies of the community. As these services increase, the bite on the charitable philanthropic, and tax dollar will increase and the closest of alignments might well become competitive for funds and for membership. It is well for the local government to recognize this fast approaching blockade. This unfortunate happening may take years in *some* communities, but the past dreams of technological, scientific, and sociological wonders of a decade ago are now real and oftentimes, commonplace. So, too, could be the competitive dollar for recreation. It is all too evident that leisure activities are represented now as a major economic force. All too often, the "road-runners" and the "johnny-come-latelies" will attempt to capitalize on its merits for economic exploitation. Governments should be aware of this and close cooperation and affiliation of ALL community segments and interests should be programmed with long-range thought and consideration."<sup>9</sup> And as a recapitulatory footnote, cooperative efforts should be made for the acquisition and eternal maintenance of open space.

Moreover, the need for the sensible approach to the preservation of open space properties for recreation is not a local, regional problem, but a problem of nation-wide concern. Far-reaching concerns have been stated and remedial steps advocated. As the late President John F. Kennedy<sup>10</sup> stated, "Land is the most precious resource in the metropolitan area. The present patterns of haphazard suburban development are contributing to a tragic waste in the use of a vital resource now being consumed at an alarming rate. Open space must be reserved to provide parks and recreation, conserve water and other natural resources, prevent building in undesirable locations, prevent erosion and floods, and avoid the wasteful extension of public services. Open land is also needed to provide reserves for future residential development, to protect against undue speculation, and to make it possible for state and regional bodies to control the rate and character of community development."

Voluntary agencies have a legitimate and moral right to share in the developments and lend significant leadership. It should be noted, as a strong supporter for the voluntary agency's role in meeting specialized needs of a community, that social workers antedate organized social welfare agencies and many public programs are commonly accepted now as functions of local, state and federal government. In fact, a study of the history of early social welfare agencies is almost comparable to a course in biography. Care of the sick and hungry on a personal basis is associated with Saint Francis, and Saint Vincent de Paul represents an organization which ministers to the needy. The early days of struggle over the function and purpose of the charity organization Society of London are inextricably interwoven with the life of Beatrice Huff. The name of Octavia Hill is closely associated with legislation for housing. The Young Men's Christian Association is deeply entrenched with the life of George Williams. Joseph Lee and Ellen Tower for the public recreation and playground movement, Grace Dodge with the Young Women's Christian Association, Dr. Luther Gulick for the Camp Fire Girls, Jane Addams with settlements, Charles Loring Brace with Children's Aid Societies, Juliette Lowe with the Girl Scouts, Lord Baden-Powell with the Boy Scouts, were all conscious of special needs of the social scene in which they lived. Each saw different needs in his fellow human beings and each was motivated to social action by varying circumstances. Some were primarily concerned with "assisting the weak" and others with mutual aid in the sense of reciprocal relationships; but each of them related his work to the values and norms of that *segment* of society with which he was concerned.

The services which the pioneers were instrumental in starting were to meet specific needs. Beatrice Huff exerted her efforts into attempts to construct the poor-relief program of England to one of prevention and cure rather than of mere palliation. In essence, her primary emphasis was upon changing conditions that cause poverty. As methods of accomplishing this purpose, she led the development of social insurance programs. Octavia Hill, although motivated by a quite different philosophy of the rights and privileges of human beings, used her skills to organize attacks on slum conditions. The first "off the street" programs were

<sup>8</sup>William H. Whyte, *Connecticut's Natural Resources — A Proposal for Action*. Department of Agriculture and Natural Resources, Hartford, 1962, p. 7.

<sup>9</sup>Dana E. Harlow, *Handbook for Recreation and Park Boards in Massachusetts*, Bureau of Government Research, University of Massachusetts, Amherst, Massachusetts, December, 1963, pp. 85-86.

<sup>10</sup>President John F. Kennedy, March 9, 1961

inaugurated by Charles Loring Brace, which removed youngsters from crowded urban tenements and sent them to foster homes in the country. Canon Barnett was instrumental in establishing the first settlement house in the world where working men and University males could meet together to share common topics of discussion and equate views on social and economic problems. Lord Baden-Powell launched the successful Boy Scout program through his feeling of a pressing concern over the welfare of the character and health of British boys, and similarly encouraged the organization of the Girl Guides. His statement, "Girls are important people because when the mothers of a nation are good citizens and women of character, they will see to it that their sons are not deficient in these points" is now legend.

The Girl Guide program impressed Juliette Low sufficiently enough for her to organize the Girl Scout movement. Joseph Lee, a Bostonian, saw in playgrounds a means of preventing juvenile delinquency and of training youth in good work habits. Forceful legendary statements of his are of paramount importance — "a boy without a playground is father to the man without a job," and "Give these qualities legitimate means of expression in hard organized play and burglary will be abandoned as an inferior form of sport." Dr. Luther Gulick wanted everyone to enjoy a rich, full life, to realize his greatest potentialities and to share them with others. His life was dedicated to educating youth. Grace Dodge was concerned about youthful working girls in urban areas after leaving their homes in small towns and rural areas. It was through her organizational skills that Young Women's Christian Associations in the United States were united under one national board.

The development of voluntary agencies and their respective programs are long and illustrious. These former leaders mentioned, and others, recognized special community needs which they tried to meet by engaging the interests of others and by volunteering their own services. These early pioneers focused their attention upon the service to be given, rather than upon the establishment of agencies or the development of methods of work. For the most part, problems surround either external environment or morals. As an example of this approach, if a youngster were ill-fed and the parents destitute, the child was transplanted to another environment for reasons of satisfying physical needs. Moreover, several of the pioneers saw in the needy a moral problem and quickly associated character building as the answer.

Many pioneers felt that both approaches were necessary as transcribed in the programs, philosophies, and purposes of early voluntary agencies. It should be noted, however, that voluntary agencies are no less concerned with helping individuals and groups to meet their physical and religious needs. Through the years, research in the social sciences has given rise to new methods through which individuals are assisted to assume responsibility for meeting their own needs and to share in the task of meeting group problems. The practice of social work has changed, as new methods have emerged from a program of "doing for" people in need to a highly skilled process of "working with" individuals to assist them tangibly to live their own lives.

The role of camping is decidedly in this format. It remains an indelible part of the community group work process. The voluntary agency has an inextricable and functionary role to play in this function now and in the decades ahead.

A summation of conclusive evidence is presented by professors Meyer and Brightbill.<sup>11</sup>

"Because democratic government is concerned with the well-being of its citizens and because wholesome recreation contributes to that well-being, recreation, therefore, becomes a responsibility and function of government. This is not an *exclusive* responsibility. The individual, the family, and all institutions and organizations which purport to serve mankind also have a responsibility for providing opportunities for recreation."

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<sup>11</sup>Harold D. Meyer and Charles K. Brightbill, *Community Recreation — A Guide to its Organization*. (3rd Edition) Prentice-Hall, Englewood Cliffs, New Jersey, p. 85.



## CHAPTER III

### *The New Boston and the New Leisure*

*A society unprepared for leisure will  
degenerate in prosperous times . . .*  
Aristotle

Change is the major characteristic of the modern world. Whether one likes it or not, Metropolitan Boston and the modern world have and will continue to change. Anthropologist Ethel Alpenfels stated, “. . . Recreation leaders and specialists in a profession which has the greatest potential for survival must stop talking about the changing world at some future time . . . the world has already changed . . . individuals continue to read article after article about startling inventions of the next ten to twenty years, while each lives in a world that science and technology have already changed and remodeled . . .<sup>1</sup> A truer word was never spoken!

In 1900, sixty-five years ago, gas lights were modern. W. Murray Crane was Governor of the Commonwealth and Thomas A. Hart was mayor. The automobile was a different and new sport vehicle and the devastations of World War I were unheard of. Depicting this change over the last sixty-five years, from the latter part of the 1800's to the 1960's, was a poster which hung in a carriage shop in the 1800's, reproduced by the New York Metropolitan Regional Study. It read:

“Rules of this establishment —

Employees working here shall dust the furniture, clean their desks and sweep the floor daily.

All windows shall be cleaned once a week.

Each employee shall bring his own bucket of water and scuttle of coal for the day's work.

Working hours shall be from 7:00 A.M. to 9:00 P.M. every day but the Sabbath. On the Sabbath, everyone is expected to be in the Lord's House.

Employees are expected to trim their own pen nibs to suit themselves.

It is expected that each employee shall participate in the activities of the church and contribute liberally to the Lord's work.

All employees must show cause worthy of their hire.

All employees are expected to be in bed by 10:00 P.M. except: Each male employee may be given one evening a week for courting purposes and two evenings a week in the Lord's House.

It is the bounded duty of each employee to put away at least ten percent of his wages for his declining years, so that he will not become a burden upon the charity of his betters.

After an employee has been with our firm for five years, he shall receive an added payment of five cents per day, providing the firm has prospered in a manner to make it feasible.

Any employee who is shaven in public quarters, frequents pool parlors, or uses tobacco shall be brought before management to give reasons why he should be continued in employment.”

In 1965, sixty-five years later, scientific and economic developments have affected our way of life. Sixty-five years from now, in 2030, the Boston area will likely seem even more strange to us than the Boston of 1965. Although one cannot look too far ahead with complete clairvoyance, a basic thought is that Boston has and will have more leisure at its disposal, which will compound problems, yet similarly, enhance the virtues of twentieth century living.

This nation has come a long way in the past fifty years and a marked abundance of “pleasures” have appeared on the American scene since those 1800's. *Sports Illustrated* had an article on human conservation two years ago. The lead-off article was based upon the imaginary thesis of a graduate student living in the year 2000. In studying the middle decades of the 20th century he comments on the new community which was then making its first appearance in this history of man — the affluent society — . “To the American of this era,” this student is led to conclude, “his leisure has become his most precious asset. His choice of job and habitation is primarily influenced by where he will find life most pleasant.” This may not be too far from the truth.

From the reputed beginning of civilization on the banks of the Tigris and Euphrates Rivers, man has had some form of leisure, and through this leisure cultures have flourished or floundered. It is this leisure that has been the undisputed bulwark on which future generations have built their mores, their societal patterns, and their astute and systematic ways of life. True living is rooted deep in leisure habits. It is within this leisure that man for centuries has expressed his inner desires and wishes and has become bored or has been a bore. Pleasurable leisure has become a standard thesis of our twentieth century.

The ingenious methods by which the American people devise ways to employ their leisure are apparent. Diversions, entertainments, and amusements designed to provide vicarious experience and the organization of activities to induce active participation are too numerous to list. The variety is almost as great as the range of human capabilities and thought. They exploit nearly all of the innate capacities for feeling and action and are multiplied by the development which these capacities undergo in this experience of living. Their complexity is increased by inventive genius. They are not limited by the requirements of utilitarianism but are conditioned only by their ability to give human satisfaction and enjoyment. Through the centuries this has not always been true, but is a product, for the most part, of the American people.

The ancient Mesopotamian, to fulfill daily needs, had to struggle against the elements. To nurture his own life and to further life, he expended his energies toward raw existence. His waking hours were spent in obtaining life's basic necessities. But, even so, some form of leisure activities were apparent and his ancient society has left the present carvings, sculptures, and frescoes depicting early pastimes. Each succeeding generation has built on the preceding generation's habits and customs of leisure. Then, as today, leisure was and is representative of the greatest exhilaration of the individual or the lowest in moral degradation.

<sup>1</sup>*Recreation Magazine*, March, 1963.

"Leisure," said the late Bernard DeVoto, "is one of the most priceless commodities known to man and the rarest of treasures, but to many an excruciating pain." Leisure is not solely a product of this century, but the twentieth century has offered the virtues of leisure and compounded the problems for man with the age of technology and the thought of betterment and enjoyment for *all* individuals. During the century, more leisure has become apparent and social and technical progress has made its growth and importance inevitable.

The outgrowth of technology has been in the community consciousness of individuals and the organization of public recreation by public-minded citizens. It is this recreation, through which most of our leisure hours are spent, that has become "a producer of goods, a consumer of goods, and an employer of people."<sup>2</sup> Recreation, representative of our modern day, and identified as the worthy use of leisure, has become a major economic force in world economics.

Priceless in the heritage of man and growing more rampant each day are the leisure hours available to the twentieth century man and his contemporaries. The forces of economics are minute in comparison to the sociological, psychological, and spiritual totality rooted deep in the leisure of man. The many ending tangents of leisure and the role it plays in modern society are complex and demanding. Fortunate indeed are the few who can spend their leisure energies in a forthright way but less fortunate are the many who must look elsewhere, usually to society, for the fulfillment of leisure needs and the development of leisure habits. Dr. A. Whitney Griswold of Yale University has indicated a striking factor: "The aura of planned leisure no longer belongs to a juvenile society but to a nation and world of men as a necessary part of moral responsibility of the age and society to place, promote, and execute leisure programs for all age groups, in all facets of interest, and around the clock and calendar."<sup>3</sup>

Professor Charles K. Brightbill commented<sup>4</sup> on the upheavals presented by modern leisure as, "... The endless, repeating cycle of past civilizations has been well expressed in the 'seven stages of man.' They are that man moves from bondage to faith, from faith to courage, from courage to freedom, from freedom to abundance, from abundance to selfishness, from selfishness to apathy, and then down again from apathy to bondage. Can *we* be the first to reverse the trend?"

Fundamental to the discussion of leisure, is an acknowledgment of how this leisure is spent. Recreation absorbs a greater part of this bulk of time free to the contemporary Bostonian. Identifying this term *Recreation* with all its hidden meanings, Dr. G. Ott Romney<sup>5</sup> comments accordingly:

"Man's climb from the mud up the rugged slope of civilization is the struggle for self-expression. It is the record of a never ending fight to discover more and more creative talent within him and to release its power. Intrinsic to this progress has been the constantly tighter clutching of the doctrine of the personal dignity and individuality of the human being.

The degree to which self-discovery and self-expression have developed in the time dedicated to survival, as distinguished from the time available for pursuit of personal desires, has varied with the rung of the ladder to which man has advanced as well as with his material and spiritual values and achievements, the relative amounts of required working and resultant self-choosing time, and the limitations set by economic, sociological and political factors.

The pursuits which the individual chooses in his earned leisure, with the primary motivation of the gratification in the doing, are called RECREATION. It is thus apparent that it is not the WHAT but the WHY, WHEN, and HOW that identify recreation. For recreation is not a matter of motions but of the emotions. The activities (physical, mental, emotional, spiritual, social) are but the tools of the trade, the outlets of creativity. They provide the satisfaction of the desire for self-expression, the longing for recognition, and belonging, the appetite for competition, the hunger for adventure — hungers as real as those for food and sex and security, hungers for which gratification, sometimes to an alarming degree, is denied in working hours and by regimented experience, hungers which must be satisfied to insure personality and character growth, social adjustment and balanced living.

Recreation is an end unto itself in that it is indulged in for its own sake, not primarily for its dividends in specified kinds and amounts. Although recreation pays off, sometimes handsomely, in numerous valuable currencies, the paycheck of satisfaction in the doing provides its motivation and form of compensation.

Recreation is a universal need, a rightful expectation in a democratic society. It is part and parcel of democratic living. It is of the essence of the American way of life.

And the present-day, high-speed society dominated by the magic of machines and miracles of science — an era of mechanization, specialization, standardization, urbanization, and materialism, in which the symbols generally worshipped are the dollar, fire-power, horse-power, miles per and revolutions per minute — each turn of the clock accentuates the responsibility of society to prepare its citizens from the cradle on for the arts of leisure.

For, with all their blessings, machines are frightening civilization with their manufacture of a plethora of leisure which the people are ill-prepared to accept. Rich in recreation time, poverty-stricken in recreation attitudes, skills and habits, society must mobilize for war against preparing its members to live, by providing more adequate recreation opportunities through its public and voluntary agencies and social institutions, and by giving wise direction and applying discreet control to its profit-motive commercialized recreation, a strong and necessary ally.

The right to choose one's pursuits in one's own free time is democracy's Fifth Freedom.

Recreation's purpose is not to kill time but rather to make time live; not to help the individual serve time but to make time serve him; not to encourage people to hide from themselves but to help them find themselves.

Recreation may be basking in the splash from a sunset or capturing its color and mood on canvas.

It may be that well-executed putt and the volunteered praise of a friendly competitor.

It may be scaling a peak and in breathless triumph surveying the stretching spaces and enjoying one's significance.

It may be drawing a bow across the violin strings or surrender to a moving symphony.

<sup>2</sup>Harold D. Meyer, "Recreation in a Contemporary Society." (Address) 19th Annual Vermont Governor's Conference on Recreation, Montpelier, Vermont. November 6, 1961.

<sup>3</sup>Harold D. Meyer. Ibid.

<sup>4</sup>Charles K. Brightbill. "Leisure . . . Its Meaning and Implications". *Recreation*, January, 1964, p. 11.

<sup>5</sup>G. Ott Romney. "Philosophy of Recreation," Guest Editorial. *Recreation*, March, 1953.



It may be strolling through the woods and noting the *Dolichonyx oryzivorus* or just startling the Bobolink, or surprising that 'little bird with a dozen bright colors.'

It may be a dance, or finding and polishing pretty rocks, reading a book or conversing with a friend.

It may be picnicking — the mother spreading the contents of the baskets to the shouting laughter of playing youngsters and the bragging by the men.

But never is it measured by what the participant does to or with the object or situation. Instead, recreation is concerned with what the doing does to the doer.

For recreation is an important segment of the living process. By their recreation, people's lives and personalities are shaped, communities take on complexion, nations develop cultures. Recreation takes its place with work, religion, and education as the living areas which add up to LIFE."

"Leisure is the basis of culture," stated the Reverend Father Pieper in his *Muse Und Die Welt*<sup>6</sup>, and while one concerns himself with the implications of leisure, it is well to realize that recreation consumes the greater part of this segment of time. In looking at camping and outdoor informal education, one should not divorce them from the broad picture of recreation, but understand they are facets of recreative interest and realize that recreation, through which most of our leisure is spent, is a fundamental phase of living. Of paramount importance is to place camping, as it serves needs, in context with art, music, drama, dance, nature, sports, special events, and linguistics, and assess its relative merit or value, and from this, gain a perspective for the future. Only from this view can we plan intelligently.

## ECONOMICS OF LEISURE

The shorter work week, longer vacations, earlier retirement, and more dollars for leisure gives significance to the national and local economic picture. This is especially true in New England, where as the New York Times says, "Biggest business said to be tourism".<sup>7</sup>

"Americans move farther and faster than gypsies and at considerably more expense," the National Geographic Society reports.

Some 130 million dollar-laden Americans spend 30 billion annually seeking sun and fun away from home. Nearly a million Americans crossed the Atlantic Ocean last year in what has been called "the largest mass movement in history." Fast-growing tourism, experts say, has replaced wheat as the world's business. Tourism already earns more than any single export in Austria, Italy, Spain, Mexico, and Nepal.

Tours, once sold only by travel agents, are sold today by banks, airlines, and department stores. Tourists may travel now and pay later, or save trading stamps to exchange for a Hawaiian honeymoon.

Jets have brought distant lands closer. Round-the-world travel has doubled in the last four years and trans-Pacific traffic has trebled.

Customs inspectors no longer swear but smile as they speed passengers along. The fast-multiplying winter vacationists are flocking to the scattered Caribbean Islands. Many travel by jet to Jamaica and the Virgin Islands for week-ends.

More than half the American states list tourism among their top three industries. The 1965 vacation season may prove the best in New England history. 1964 saw some 5 million visitors, while 4.5 million people were logged for 1963.<sup>8</sup> The tourism season is marked as providing more revenue to New England towns by the rising popularity of family camping. The 1965 prediction of the May-September period could exceed all previous flows of tourists and strong continuing interest in camping vacations is indicated.

A Federal Reserve Bank of Boston Survey covering reports from various types of lodging places in the six New England states indicates that when all figures for the season are completed, the total New England leisure business may be slightly above the all-time high established in 1957 and 1963.

The economics of camping was projected by *Time* magazine as of national significance.<sup>9</sup>

"This year 16,500,000 people are heading for campgrounds — about 2,000,000 more than last year . . . In the eleven southern states, the craze, in the words of park officials, is "blowing sky high." In Georgia alone, the "camper days" (number of campers multiplied by number of days camped) are expected to jump 15% over last year's 1,362,000. In the Rocky Mountains national forests of Colorado, Wyoming, South Dakota, and Nebraska, 2,000,000 appeared last year in 1961, 100,000 more than expected . . .

In the camp-crazy hot spots of New York, Vermont, Massachusetts, New Hampshire, and Maine, where visitors logged 2,000,000 camper days last year, the 1961 projection indicates another 200,000 . . .

The number of campsites has leaped from 3,000 in 1950 to a record 5,900, including facilities provided by 29 national parks, 152 national forests.

Sears & Roebuck's camping equipment sales are up 40% since 1956. Its sales of rubberized mattresses alone have risen 700% in a single year. The Columen Company of Wichita, Kansas, one of the biggest suppliers in the country, has already registered its highest sales in company history for the first four months of 1961 — and this is after a 400% climb in two years . . .

The U. S. Forest Service, which in 1957 launched "Operation Outdoors" in an effort to keep up with ever-blooming outdoorsmen by pouring 122 million dollars into new facilities, plans to kick the budget up to 285 million dollars by 1970 . . . "

<sup>6</sup>Josef Pieper. *Leisure — A Basis of Culture*. (A translation from the German) (Pantheon Books, Inc., New York, 1952.) Random House, Incorporated, New York, 1963.

<sup>7</sup>"The New York Times". January 26, 1964, p. 43.

*Time* Magazine. June 5, 1964. p. 86 reports that tourism, not ore, steel, or cotton is the most important commodity in the world's \$132 billion annual volume of international trade and will grow 10% in 1964.

<sup>8</sup>Department of Commerce, Commonwealth of Massachusetts, Boston.

<sup>9</sup>*Time*. July 14, 1961.

Dr. John Foster, professor of land and agricultural economics, University of Massachusetts, stated in his report, *The Private Outdoor Recreation Industry*: "Resident camping is a substantial industry, especially in Berkshire County (Massachusetts). The gross income from basic camper fees in the three counties (Berkshire, Hampshire and Hampden) was 4.7 million dollars in 1961. In addition, many camps charge additional fees for special activities. Since information was not obtained from three camps known to exist in Berkshire County, it appears correct to say that resident camping is a \$4,000,000 business in that one county."<sup>10</sup>

The 50 camps studied in Berkshire county consisted of 50,156 camper weeks and a gross income from camper fees as \$3,890,500, coupled with four additional camps as mentioned by Foster which do not appear in the schedule, making camp operations a substantially large economic venture for Western Massachusetts.

It is impossible to assess the true worth of the leisure dollar and the bulk amount of dollars spent by the American public for leisure pursuits. Nonetheless, Professors Meyer and Brightbill indicate the following.<sup>11</sup>

"It has been estimated that at least \$45 billion is spent annually by Americans in the pursuit of happiness through leisure. This amount almost equals the budget for national defense and exceeds the total value of farm output in the United States in a given year. In a year we spend \$1.2 billion in motion picture theaters, \$70 million in legitimate theaters, and \$50 million at concerts. Television is a \$900 million a year business, and radio, \$700 million. In 365 days, people in the United States spend \$2.5 billion on boating (boat owners buy 10 million gallons of paint and varnish a year for their crafts), \$1.3 billion on swimming (the number of swimming pools increased from 12,000 in 1950 to 250,000 in the 10 years that followed), \$1 billion on bowling (there are some bowling alleys with more than 100 lanes) and \$850 million on golf. What about fishing? Is there a partial answer in the fact that one dealer alone sells 500,000 worms a week — by mail! From 10–12 million persons take dancing lessons and millions of gardeners spend billions on seeds, tools and sprays. Most American families spend more on the first three days of their vacation than the annual per capita personal income in India and Pakistan, which is \$70 a year."

TABLE I<sup>1</sup>  
PERSONAL INCOME

Year	1959 dollars		Average annual increase between year shown (percent)	
	GNP (billions)	GNP per capita	GNP	GNP Per capita
1900. . . .	77.8	1,022		
1929. . . .	203.6	1,672	3.4	1.7
1939. . . .	211.5	1,615	0.4	—0.3
1948. . . .	327.9	2,237	5.0	3.7
1955/57.	450.4	2,678	4.0	2.3
1970. . . .	791.3	3,700	4.1	2.3
1976. . . .	1,018.4	4,243	4.3	2.3

<sup>1</sup>Source from the United States Bureau of Statistics.

TABLE II\*  
SIMPLIFIED PROJECTION MODEL FOR NUMBER OF USER-OPERATED VEHICLES: 1976 AND 2000

1. Vehicles owned by families and individuals.

Family income group	Adults (in millions)	1959		1976		2000	
		Cars (in millions)	Adults (per car)	(in millions) Adults	Cars	(in millions) Adults	Cars
Totals	116.3	47.9	2.4	156.1	87.6	230.1	155.7
Under \$2,000	20.0	3.0	6.7	13.6	2.0	13.3	2.0
\$ 2,000 to \$ 3,999	23.1	8.2	2.8	15.7	5.6	15.9	5.7
\$ 4,000 to \$ 5,999	29.7	12.2	2.4	17.3	7.2	17.4	7.3
\$ 6,000 to \$ 7,499	15.0	7.4	2.0	15.0	7.5	13.2	6.6
\$ 7,500 to \$ 9,999	15.9	8.5	1.8	28.1	15.6	24.7	13.7
\$10,000 to \$14,999	9.4	5.8	1.6	39.1	24.4	58.8	36.8
\$15,000 to \$19,999			1.2	15.8	13.2	37.5	31.3
\$20,000 to \$24,999	2.3	2.0	1.0	5.9	5.9	22.7	22.7
\$25,000 and over	.6	.7	.9	5.6	6.2	26.6	29.6

<sup>10</sup>John H. Foster, *The Private Outdoor Recreation Industry in Berkshire, Hampshire, and Hampden Counties*, Massachusetts, Co-operative Extension Service and Experiment Station, University of Massachusetts, Amherst. Publication 393A. March, 1963, p. 1.

<sup>11</sup>Harold D. Meyer and Charles K. Brightbill, *Community Recreation — A Guide to its Organization*. 3rd edition. Prentice-Hall, Inc., Englewood Cliffs, N. J., 1964. pp. 50–51.



TABLE II — Continued

## 2. Total number of vehicles (in millions).

<i>Owned by</i>	<i>1959</i>	<i>1976</i>	<i>2000</i>
Families and individuals: adjusted	50.3	92.0	163.5
Business and government	6.3	8.3	12.5
<i>Total</i>	56.6	100.3	176.0

\*United States Bureau of Statistics

TABLE IIa<sup>1</sup>

## AUTO TRAVEL VOLUME: 1941-76

<i>Year</i>	<i>Average Miles per Car</i>	<i>Intercity Passenger Miles (in billions)</i>	<i>Car Miles (in billions)</i>		
			<i>Total</i>	<i>Urban</i>	<i>Rural</i>
1941	9,290	264	275	141	134
1950	9,020	402	363	182	181
1951	9,154	457	392	186	205
1952	9,378	495	410	188	222
1953	9,370	529	435	197	237
1954	9,308	548	450	204	246
1955	9,359	585	487	224	263
1956	9,348	617	507	231	275
1957	9,391	644	529	254	275
1958	9,494	629 <sup>2</sup>	545	264	281
1959	9,529	659 <sup>2</sup>	571	276	294
1976	10,000	1,400	1,000		

<sup>1</sup> Taken from the United States Bureau of Statistics.<sup>2</sup> Series in process of revision. Figures for 1958 and 1959 are on revised basis. Revisions that will reduce estimates for 1957 are under way.

NOTE: Historical data on average miles per car and car-miles from Bureau of Public Roads and on intercity passenger miles from the Interstate Commerce Commission.

TABLE III

ESTIMATE OF SEASONAL DISTRIBUTION OF VACATION TIME  
1955 and 1976

<i>Month</i>	<i>Percent of vacation time</i>	
	<i>1955</i>	<i>1976</i>
	<i>Total</i>	
	100.0	100.0
January . . . . .	2.1	1.7
February . . . . .	1.7	1.9
March . . . . .	2.4	1.9
April . . . . .	3.5	3.0
May . . . . .	4.8	5.3
June . . . . .	11.3	16.4
July . . . . .	31.6	29.3
August . . . . .	24.1	21.7
September . . . . .	8.6	7.9
October . . . . .	5.2	4.4
November . . . . .	2.7	3.8
December . . . . .	2.0	2.0

Source: Bureau of Labor Statistics, U. S. Department of Labor (April 27, 1961).

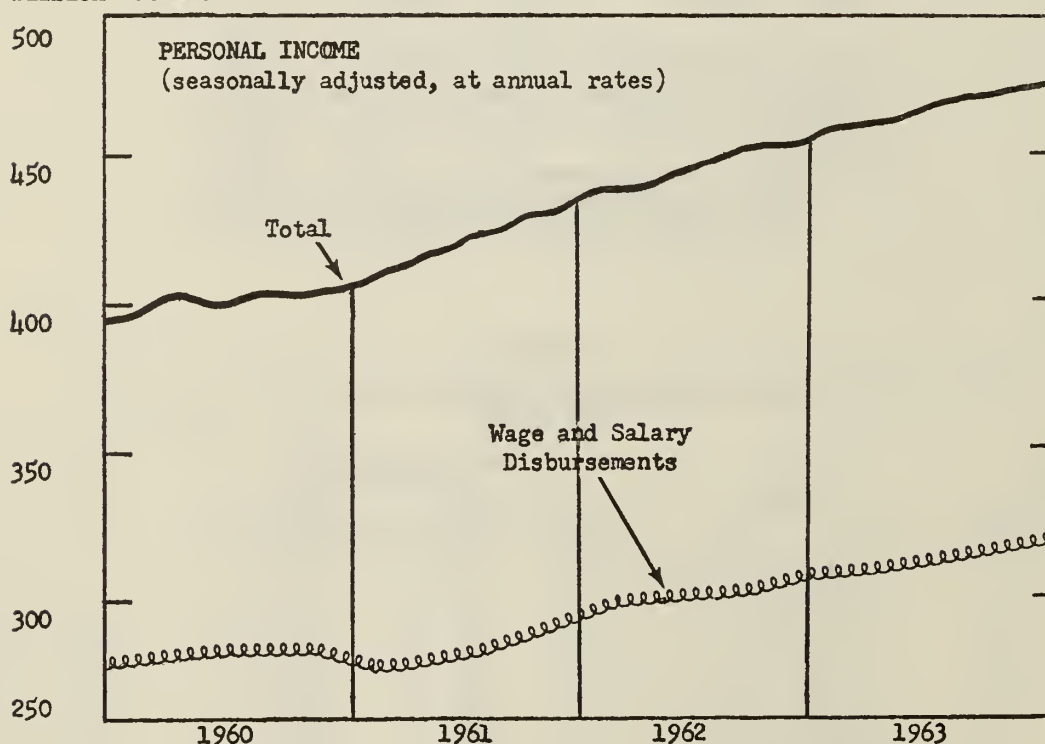
TABLE IV  
ESTIMATES OF WEEKLY HOURS, VACATIONS, AND HOLIDAYS  
BY GEOGRAPHIC DIVISION, 1960  
(Average per employee)

Geographic Divisions	Work Week		Average Paid Vacation (in weeks)	Average Number of Holidays (in days)
	Paid (in hours)	Worked (in hours)		
Total United States	41.4	38.5	2.0	6.3
New England	41.5	38.3	2.2	6.9
Middle Atlantic	41.8	38.5	2.3	7.1
East North Central	41.8	38.6	2.2	7.0
West North Central	41.4	38.7	1.8	5.7
South Atlantic	40.8	38.4	1.6	5.1
East South Central	40.2	38.2	1.3	4.0
West South Central	41.4	38.9	1.6	5.1
Mountain	41.1	38.4	1.8	5.8
Pacific	41.7	38.3	2.4	7.5

Source: Bureau of Labor Statistics, U. S. Department of Labor (May 29, 1961).

TABLE V

Billion Dollars



\* Data for March and July 1961 include accelerated and special Government insurance dividend payments, respectively; those for January 1963 include both types.



By no means are these totals current; however, the implications of dollar values to the national economy should and is a concern of all business leaders, economists, psychologists, and all those specialists who deal with "people".

While the facts projecting \$45 billion for leisure concerns the legitimate use of this personal commodity, little if any and certainly not accurate statistics can describe the unsophisticated misuse or abuse of leisure. The below factors show a striking analysis when presented to the reader.

In betting in amateur games, Governmental officials say, some \$20 million changed hands last year. The numbers racket is large and gives evidence of gigantic sums of money and time.

"One arm bandits" cannot be overlooked; neither can we overlook the pubs, clubs, and bars which support the refreshments for boredom. Gambling and debauchery within leisure, according to the Kefauver Committee Report, consumes \$20 billion annually.

Legitimate, pari-mutuel betting for 196 thoroughbred horse racing days within a season was \$345 million according to the Committee. This took place, 20 miles north of one of the East Coast largest cities.

*Fortune* Magazine states that today there are 20,000 theaters throughout the United States, with a seating capacity of 18,000,000. These theaters average four showings a day, and every man, woman, and child could be seated every two days. Approximately 75,000,000 persons go to movies each week and some 200,225,000 miles of film are used each year with approximately two billion feet shown each year.

A decade ago, all magazines published totalled 10,000,000 copies, or 1,250 publications. Today, advertisers indicate their space in all copies is scheduled for 4 readers per purchase, and in many national magazines each publication of advertising space is scheduled for 40,000 readers each.

Wilson Radio Index indicates the average home has 4 hours and 45 minutes daily of radio listening time while Television conquers 5 hours and 13 minutes each day — or a total of 500,000,000 man hours daily. Crosley Broadcasting states that sixth and seventh grade children have 5 more hours a week of television than of school. Today, more than 10,000 additional television sets are purchased monthly throughout the nation.

Apparently, the vogue today is to buy ready made things, standardized, ritualized and conceived by someone else, that one cannot make or even need. Buy everything, buy pleasure, buy happiness, buy education, buy beauty — and our Twentieth Century may be called, " . . . They thought they could buy it . . . "

## LABOR — SHORTER WORK WEEK

In his annual report to the American Federation of Labor in 1887, Samuel Gompers wrote, "So long as there is one man who seeks employment and cannot obtain it, the hours of labor are too long".

In Washington last year, AFL-CIO President Meany offered a modern paraphrase when he told the 8th Annual Legislative Conference of the AFL-CIO Building and Construction Trades Department, "If we continue to produce more and more with fewer and fewer people, we must reduce the work hours of the American workers without reducing their earnings".<sup>12</sup>

The shorter work week is a goal of the AFL itself. In 1886, when it was founded, the AFL sounded the call for the eight-hour day. That fantastic proposal became the American standard, and the AFL then fought for the 40-hour week, and later, the 30-hour week. Eleven years ago, delegates to the AFL Convention resolved to "press vigilantly" toward the 30-hour week goal. One of the first stated aims of the merged AFL-CIO is the shorter work week.

The building tradesmen were greatly encouraged by the victory of the New York City electricians on January 19, 1962. They signed a contract setting up a five-hour day with one additional hour at time-and-a-half rate. This 25-hour week, with an additional five-hour premium pay was hailed by the New York Central Labor Council, which called on all affiliate unions to demand shorter work weeks. The Council stated in its congratulatory message,<sup>13</sup>

"This victory will have profound influence on nation thinking on automation, and full employment. Only the shorter work week can end joblessness of millions of our fellow citizens, and your victory is certain to lead to immediate and successful attempts to cut the work week so that we may achieve a full employment economy."

In the Boston area, the United Mine Workers Union disclosed plans<sup>14</sup> to seek a 6-hour work day for 25,000 members in New England, including 14,000 in Massachusetts. The Mine Workers Union represents employees at 11 gas companies in Massachusetts, including Boston Gas.

Mine Workers Union Regional Director, William J. Foley, revealed that the Union is also demanding that companies agree to no-layoff clauses in order to protect workers from the "onslaught of automation and labor saving devices".<sup>15</sup> Negotiation at the Boston Gas Company are slated for the fall of 1964.

In a national study by the United Steelworkers of America (*Impact of Technological Change and Automation on the Basic Steel Industry*)<sup>16</sup> it was stated, "shorter hours of work were necessary to reverse the unemployment trend in steel that had developed in particular since 1957 . . . We have arrived at the point where our capacity to produce steel far exceeds our economy's ability to consume that product."

According to economic and labor studies, the average employee is now working 39 hours per week as indicated in the chart below.

<sup>12</sup>*Proceedings*. 8th AFL-CIO Conference (Annual Meeting), Washington, D. C., 1963.

<sup>13</sup>*Springfield Daily News*

<sup>14</sup>*Boston Traveler*, Boston. February 6, 1964, pp. 1, 14.

<sup>15</sup>*Ibid.*

<sup>16</sup>*New York Herald Tribune*, New York. January 15, 1962.

TABLE VI

PROJECTED POPULATION, LABOR FORCE PARTICIPATION RATES AND  
TOTAL LABOR FORCE BY AGE AND SEX, FOR THE UNITED STATES,  
ANNUAL AVERAGE, 1976  
(In thousands)

<i>Age and Sex</i>	<i>1976</i>		
	<i>Total Population</i>	<i>Labor Force Participation Rates</i>	<i>Total Labor Force</i>
<b>BOTH SEXES</b>			
14 years and over	116,172	57.3	95,297
<b>MALE</b>			
14 years and over:	80,743	77.8	62,792
14-19 years	12,566	46.9	5,889
20-24 years	9,929	86.0	8,539
25-34 years	16,262	96.5	15,693
35-44 years	11,563	96.9	11,205
45-54 years	11,379	95.1	10,821
55-64 years	9,582	86.4	8,279
65 years and over	9,462	25.0	2,366
<b>FEMALE</b>			
14 years and over:	85,429	38.0	32,505
14-19 years	12,098	27.9	3,370
20-24 years	9,667	45.2	4,369
25-34 years	16,108	39.1	6,298
35-44 years	11,697	47.9	5,603
45-54 years	12,029	56.0	6,736
55-64 years	10,889	44.4	4,835
65 years and over	12,941	10.0	1,294

NOTE: Data exclude Alaska and Hawaii and include Armed Forces overseas.

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor (May 17, 1960).

TABLE VII

ESTIMATES OF WEEKLY HOURS, VACATIONS, AND HOLIDAYS  
BY MAJOR OCCUPATIONAL GROUPS, 1976  
(Average per employee)

<i>Major Occupational Group</i>	<i>1976</i>			
	<i>Work Week</i>		<i>Average Paid Vacation (in weeks)</i>	<i>Average Number of Holidays (in days)</i>
	<i>Paid (in hours)</i>	<i>Worked (in hours)</i>		
Total, all groups	39.0	35.4	2.8	8.5
Professional and technical	40.4	35.5	3.8	11.2
Managers, officials, and proprietors	49.1	43.8	3.2	8.3
Clerical workers	36.7	33.0	3.0	10.0
Sales Workers	36.5	33.6	2.5	7.5
Craftsmen	39.5	35.9	2.8	8.3
Operatives	38.2	35.0	2.7	8.1
Service workers	33.3	31.0	2.4	7.3
Farmers	43.8	41.0	.8	4.5
Laborers	33.0	31.4	2.2	8.0

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor (June 14, 1961).



TABLE VIII  
AVERAGE STANDARD (SCHEDULED) WORKWEEK FOR  
NON-AGRICULTURAL WORKERS BY INDUSTRY,  
1976

<i>Industry</i>	<i>Work week (in hours) 1976</i>
Total, all industry	36.0
Mining	34.0
Contract construction	35.4
Manufacturing	36.0
Transportation and public utilities	35.8
Wholesale and retail trade	36.2
Finance, insurance, and real estate	33.5
Service and miscellaneous	35.8
Government	35.2

Source: Bureau of Labor Statistics, U. S. Department of  
Labor (June 14, 1961).

TABLE IX  
ESTIMATES OF DECREASE IN HOURS WORKED BY MAJOR OCCUPATIONAL GROUPS  
1960-1976<sup>1</sup>  
(Hours per employee on annual basis)

<i>Occupational Group</i>	<i>Total Decrease in Hours Worked 1960-76<sup>2</sup></i>	<i>Decrease Due to:</i>		
		<i>Increased Vacations</i>	<i>Increased Holidays</i>	<i>Reduced Workweek</i>
Total, all groups	161	21	11	127
Professional and technical	156	29	15	110
Managers, officials, and proprietors	187	30	14	139
Clerical and kindred workers	156	21	12	121
Sales workers	156	18	9	128
Craftsmen and foremen	156	21	11	122
Operatives	166	20	11	134
Service workers	189	14	7	167
Farmers and farm workers	146	8	7	125
Laborers (except farm and mine)	182	15	9	157

<sup>1</sup> For analytical purposes, additional time for vacations and holidays should be used more appropriately in terms of days or weeks; additional time from reduction in hours worked (resulting from a shorter workday or week) should be used in terms of hours.

<sup>2</sup> This total includes, in addition to the reduction in average workweek and additional time for vacations and holidays, some allowance for a growth in miscellaneous leave (sick leave, military leave, administration leave, and so on).

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor (June 22, 1961).

TABLE X  
STATE LABOR FORCE UNEMPLOYMENT AND EMPLOYMENT  
RATIOS IN 1976

	<i>Thousands in labor force</i>	<i>Thousands Unemployed</i>	<i>Unemploy- ment Ratio</i>
<i>U. S. Total</i>	93,900	3,800	4.0
New England:			
Maine	451	23	5.1
New Hampshire	314	9	2.9
Vermont	172	6	3.5
Massachusetts	3,267	126	3.9
Rhode Island	442	18	4.1
Connecticut	1,519	61	4.0

Source: Bureau of Labor Statistics, U. S. Department of Labor.

While the industrial workers appear to enjoy a 39-hour work week, it is interesting to note the following which refers to voluntary agencies, and specifically to the staff of the United Community Services of Metropolitan Boston.<sup>17</sup>

"The basic work week consists of 35 hours from Monday through Friday. Office hours are from 9:00 a.m. to 5:00 p.m. (Special permission may be given in writing by the Department Head for employees to have office hours from 8:30 to 4:30 p.m. or some other regular hours. Reports of any deviations from the normal work schedule should go to the Office Manager.) One hour is allowed for lunch.

#### **PATHOLOGY OF BOREDOM**

"True living is rooted deep in leisure habits. It is within this leisure that man for centuries has expressed his inner desires and wishes and has become bored or has been a bore . . . Then, as today, leisure was and is representative of the greatest exhilaration of the individual or the lowest in moral degradation."<sup>18</sup>

The axioms of boredom are endlessly portrayed in a variety of technological, sociological and psychological studies.<sup>19</sup> Today, Boston's rapidly changing population patterns have resulted in new economic problems and social problems which make boredom an endless pattern in day to day life. This factor, while not a phenomenon of the sixties, is of paramount importance, and closely allied with all the technological marvels and miracles which add up to the "appetite for a good life", as stated by *Life* magazine:<sup>20</sup>

"Americans have a low threshold of boredom, and they have fought it with every device from anagrams to parachute jumping . . ."

In so doing, they have created a vast *new* economic force, the Leisure Business, which could not exist if everyone worked at "useful things" and which, by the buying power it releases and by the dreams it satisfies, has filled the whole economy with energy and ambition . . . The new "leisure class" has acquired not only the money and the time to spend it in, but also — and most significantly — an appetite for a good life . . .

Phyllis Battelle, a columnist writing on "Assignment: America",<sup>21</sup> stated, "Americans demand more leisure time, then feel guilty when they are loafing." The Battelle column continues with a "tongue-in-cheek" approach, but presents a challenging indictment.

"It is a curious, unfunny world Americans have made for themselves. They work so desperately hard to find some fun in life. They organize powerful groups to fight for more leisure time. They long for peace of mind and pleasure, and then when they find it — some odd Sunday, say — what happens? They suffer. Not from boredom, or disenchantment, but from intense guilt feelings.

Enjoyment of free time is something many Americans talk of jealously, and secretly dread. Taking an afternoon off from the office, or the care of the children, even when it is well-earned, is a cause for subconscious reproach. The week-end at home, for millions of us, is 48 hours of no-toil and trouble.

Time for ease makes us uneasy.

Compulsive drinking and smoking, too, are linked to our subconscious flight from our leisure time consciences. 'Now,' says a psychiatrist, 'too many are compelled to drink and smoke just to relieve their fear of even brief moments of free time.'

The club car on trains — the bar at railroad terminals for the last 'quick one' before the working man heads for home and a free evening — you thought they were sites dedicated to pleasure? The contrary, say the experts. They are, rather, crammed with people trying to forget and to delay for a few extra moments the reality of leisure time.

<sup>17</sup>*Office Manual*, United Community Services of Metropolitan Boston, October, 1961. p. 13.

<sup>18</sup>Dana E. Harlow, *Handbook for Recreation and Park Boards in Massachusetts*, 1963, p. 8.

<sup>19</sup>See Appendix

<sup>20</sup>"The Good Life": *Life*, December 28, 1960, pp. 69-70.

<sup>21</sup>Phyllis Battelle. "Assignment: America" *Springfield Daily News* (Massachusetts), July 27, 1962.



The man who brings home enough work from his job to carry him through the evening, the woman who knows she's overdoing by joining just 'one more' civic organization, the do-it-yourselfer who never stops to ponder life, the high incidence of suicide on allegedly pleasant Sundays, the days of rest — all are an indication that some of us, if not most, are guilty and therefore uncomfortable at the thought of getting out of harness.

Where did the guilt come from? From a social order which emphasizes to children that the finest behavior in growing up is to take on responsibilities and be approved by parents and teachers. The shortest route to such approval is to be obedient and industrious.

'Pleasure is a threat to many Americans,' wrote Norman M. Lobsenz in a book called *Is Anybody Happy?*

'The pleasure neurotic may be defined as a person who suffers from a deep psychological fear of relaxation. He is equipped, often brilliantly, for all workaday functions of life, but he is lost when work is over . . . faced with the threatened possibility of enjoyment, the pleasure neurotic becomes restless and irritable.

There is only one "out" for the millions of Americans who feel this way, Lobsenz reports. That is to convince themselves that their particular form of leisure activity is "necessary." They can read, if it's an article that will help them in business. They can watch a TV program so that it can be discussed intelligently the next day at the office. They can play golf, if they can convince themselves it is necessary for their health.'

Another technique which allows the pleasure-fearer to take a rest, go on a vacation or have recreation is reported by psychiatrist Dr. Alexander Reid Martin, Chairman of the Committee on Leisure-Time Activities of the American Psychiatric Association.

'He can do these things — but always proceeds to be rather miserable and unhappy, and sees to it that there is no enjoyment. The principle is that you don't have to pay in guilt for that which you don't enjoy.' "

From a theologian viewpoint, the Reverend Edward Caruthers, a Methodist minister from Schenectady, New York commented before the New England National Recreation Committee District Conference that " . . . we must understand in this country that there are other virtues besides work. We are too deeply steeped in puritan morality. We have a lot of sins in our little white steepled churches, but I remember in my own the most serious was dancing, the next one was smoking cigarettes, and the third one was sitting down."<sup>22</sup> This concept is changing, if not already changed and with the "sitting" has developed a sense of boredom along with a good life."

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<sup>22</sup>Reverend Edward Caruthers. Address, New England District Recreation Conference, Manchester, Vermont. May, 1961.

## CHAPTER IV

### *The Ecology, Topography and Land Management*

*"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea . . . Today's challenge is to assure all Americans permanent access to their outdoor heritage."*<sup>1</sup>

Mankind is a product of his natural environment. The role which nature plays in our day to day relationships is well known. But perhaps less known, or at least thought about, is the impact which nature has on this leisure, and its varying use, of man. The discussion here will concern this relationship and especially that relationship as supported in open-space, regional outdoor education and camping. The confines of properties aligned with the organizational structure of United Community Services dictates the inclusion of the geographical locales of Maine, New Hampshire, and Massachusetts of the New England states.

Time and nature's powerful hands have created a scenery indigenous in parts, only to New England. This rugged New England terrain is composed of bits of many pieces that are past eras in the earth's history. The New England states are as the rest of North America, a low platform rising above the sea. Beyond the outlines shown in atlases, major parts of the continent drift out to sea under shallow waters. On the North Atlantic coast, adjacent to the New England confines, this submerged land mass shelf extends outward into the sea for nearly 100 miles, where it suddenly plunges into abysmal ocean depths. The famous fishing areas off the coast of New England — such as the Georges Bank off Cape Cod and the Grand Banks of Newfoundland, Brown's Bank, Le Havre Bank, Western Bank, St. Pierro Bank, Banquereau, are merely higher parts of the continental shelf. The continental land mass is made up largely of granite — a rock originally produced by the cooling and solidifying of hot liquid rock, known as magma, at a great depth below the earth's surface. New upper layers of rock are mainly composed of sediments, which may have originated in any of several ways, but in most places are derived from the weathering of previously exposed granite. Wherever the granite itself is exposed, it usually means that the layers of sedimentary rock that covered the surface at the time the granite was formed have since been eroded away.

These granite and granite-derived rocks of the continent float upon a bed of heavier rock, the dense basalts that form the crust of earth beneath the sea. Both the granite of the continental mass and the basalt of the sea floor rest upon a base called the *Moho*. The continent extends its roots to an approximate depth of twenty miles into the *Moho*, whereas beneath the sea floor, the *Moho* lies at a depth of approximately four miles.

The shaping of this continent mass has resulted from the "pull and give" of so many forces that only the bold outlines can be traced. Moreover, it is doubtful if the details will ever be known. The beginnings of the continent are lost in a shadowy past. Many theories to explain the origin of the continents are put forth, but none that is agreeable to all scientists. Perhaps one of the most intriguing of these theories is that of the "floating continents". This theory suggests that originally there was a single giant continent called pangea, composed of light-weight granite floating like an iceberg on a sea of denser basalt. Then, according to the theory, this mass of granite broke into a number of large pieces, which drifted apart. As the Americas drifted westward, the great mountain ranges of the Pacific, in contrast to the eastern seaboard, were hurled skyward, in much the same fashion the traditional "Northeaster" hurls up waves.

This theory captures the imagination for several reasons. A glance at a globe seems to verify that the continents fit together like the pieces of an immense jigsaw puzzle. The convex bulge of eastern South America, for example, appears to be a companion to the concave hollow of Western Africa. Similarly, the jagged land coast of North America fits into place reasonably well into that of Western Europe. Antarctica and Australia fill the gap between East Africa and southeast Asia. There are numerous objections to this theory as a complete explanation, but there is also evidence that the continents have drifted slightly. Among the numerous other theories, one suggests a segregation, during the youth of the planet, of the lighter rocks into the continental masses and the heavier rocks into the ocean floor. Another theory postulates that the continents are the portions of the molten globe that solidified first while the planet was being formed. Fortunately, for a deeper and fuller understanding of the New England landscape, greater knowledge is authenticated.

The muted and carved landscape of New England has been provided by millions of years of the ice age which sent four successive sheets of ice with intervening periods of warming, along the Eastern seaboard.

The glaciers at their farthest penetration covered most of Canada, much of the northern United States, and the western mountains. In the east, the ice sheets covered all the New England states, extending into Pennsylvania.

The glacier created two kinds of landscapes; those from which they took materials, and those to which they brought it. The New England mountains, from which rocks were plucked and soil stripped, are largely an area of denudation. Some of the dislodged materials were later deposited in Connecticut and other places, thus creating good farmlands at the expense of the region from which the soil was taken. With the good soil came the boulders that Connecticut and western Massachusetts farmers have

<sup>1</sup>Outdoor Recreation Resources Review Commission Study Reports (Back Cover). Superintendent of Documents, U. S. Government Printing Office, Washington 25, D.C.



had to harvest as an annual crop, continually gathering them as they are exposed and piling them into stone fences. The sediments produced by the grinding down of the peaks also went into the building of many of the coastal features of New England — Cape Cod, Martha's Vinyard, Nantucket. Similarly, the successive advances and retreats of the ice performs a bulldozing operation as in the vicinity of the Great Lakes and mid-west.

Anyone who drives through back roads of New England will occasionally see long winding ridges that look at first glance like abandoned railroad beds. These serpentine ridges, which are usually about sixty feet high, are also products of the glaciers. They are known as *eskers*, a name derived from a *Gaelic* word that means path. It should be noted that these formations are common in Ireland as they serve as footpaths across bogs. Eskers were formed during the retreat of the ice. As streams of melted water flowed under the sheet or through cracks in it, the debris they carried was laid down to form the beds of these streams, whose banks were the ice sheet itself. The bank eventually melted, leaving only the debris that formed the streambed — a long, winding ridge, higher than the surrounding countryside. It is not often possible to obtain a clear view of these gracefully curving ridges, since they are frequently marked by vegetation; some of the most perfect examples, however, can be seen in the vicinity of Bangor, Maine.

The glaciers swept before them not only the inert material of the continent, but living plants as well. Animals, with a degree of mobility were able to retreat southward, although undoubtedly hordes of them perished. Many great beasts that are extinct today — mammoth, mastodons, ground sloths — as well as other kinds that survived, migrated ahead of the advancing wall of ice. The luxuriant forest that has prospered even within the center circle was overwhelmed. As the ice pushed southward, the doomed trees in its path continued to scatter seeds. Those blown to the north perished, but those carried southward grew into new forests. Canadian plants, such as the spruce and fir, were pushed into what is now the United States and flourished. Along the backbone of the Appalachian Mountains, even the little tundra plants found locations which were unfavorable for the growth of other kinds of plants, but where they could prosper without competition. Four times the land was scraped clear of life by the ice sheet; four times, in the wake of the retreating glaciers, the denuded land was reclaimed by the forests. So vigorously has been their spread northward that in the approximately 10,000 years since the last glacier, the hardwood forests have reclaimed more than half of New England.

It sculptured the landscape face of New England, but since the land retreat, other influences have also been at work — Man. But without disclosing the atrocities of Man, other elements have been in evidence. Volcanoes have been active, particularly in the Pacific Northwest, where they extend in a sweeping arc to the Aleutian Islands of Alaska. After being warped under the tremendous burden of ice sheets, many areas in New England are springing back to their former height. The release of high volumes of water from the melting glacier has drowned shorelines and rearranged the drainage features of rivers, lakes and ponds. The scenery is still being altered by monumental shifts of the earth crust along *fracture lines* of *faults*. The present day scenery of New England has thus been formed largely by destructive forces at work. It is astonishing to realize how much of the grandeur of the North American landscape is a by-product of upheavals and destruction. Maine's St. Croix, for example, is due simply to a river that eroded the bed.

Along with volcanoes which give upheavals, *landslides* are sudden and dramatic examples of the breaking down of mountains, but there are other, less spectacular earth movements that accomplish the same result over long periods of time. One of these is the *creep*. Anyone who has climbed even a low hill will have noticed that the soil is deep at the foot, thinner on the slopes, and quite thin at the summit. Soil is constantly being created at the summit by the disintegration and decomposition of rocks, but there is a continual loss to the lower slopes. This downward movement of the soil is virtually invisible to the naked eye, but its effects are often clear enough. Several years ago, some houseowner near Boston had built on one of the adjacent suburban hillside slopes; the whole face of the hill began imperceptibly creeping forward. Later warping became evident, pipes were bent, and finally many of the houses became uninhabitable.<sup>2</sup>

Some of the most striking scenery of New England has been produced not by destruction, but by the unequal resistance of rocks to the forces of destruction. When one kind of rock disintegrates more rapidly than a neighboring kind, the result may be such a phenomenon as New Hampshire's "Old Man of the Mountain." Although only 33 active volcanoes exist in North America at the present time, there is little doubt that volcanoes will continue to build the landscape in the future.

Today, much of the continent has emerged from the sea. The mountains tower above the plains. Climate belts are sharply defined. The history of the continent is a reminder that this sort of diversity does not long endure. For the present, New England is blessed with a remarkably varied landscape and comparative stability of its shoreline, mountains, and meadowland. But in the endless revolving of the geologic cycle, this may be merely the pause before a new series of upheavals.

## SEASHORE

In no two successive days is the shoreline exactly the same. It is the most transitory of all landscapes. Vastly differing environments exist only a few feet from each other. Conditions on an exposed rock, rock surface and a nearby tidal wave are as much in contrast as mountain timberland is with a lowland swamp. There are varying communities on the seaward and landward sides of a boulder, in sand and in pebbles. Wholly different realms of life are telescoped within a distance of only a few feet.

Rocks, trees, and white water are the primary elements of the seascape of the New England shore. To visit the coastal areas of Maine, for example, is to be in the constant presence of rocks. They are a rampart against the sea. They provide foundations for the gnarled fingers of tree roots that seem to grasp them. The rocks of New England impressed early explorers like Captain John Smith, who wrote of what is now Maine, ". . . This coast is mountainous and isles of huge rocks, but overgrown for the most part with some sorts of excellent good woods . . ." Smith found it remarkable that "such great trees could grow upon so hard foundations."

New England's northern rocky coast is one of sharp irregularity — islands, jutting headlands, deep bays, numerous peninsulas. If every curve and twist of the shoreline were followed, the distance between Portland, Maine and the Canadian border would be 2,500 miles, whereas the straight-line distance is a mere 200 miles. A jagged shore of this sort indicates a seacoast produced by submergence. The myriad islands of Maine are the summits of hills drowned by the advance of the ocean upon the land. The

<sup>2</sup>"New York Times", January 23, 1964. p. 15



islands are not arranged at random. In some places they appear as long straight rows marching down into the sea, moving into deeper and deeper water until finally the vanguard disappears under the breakers. If one stands at the shore and turns from the marching islands to look toward the hills, it becomes clear that the islands are actually a continuation of the same chain of hills, which have been partly covered by a rise in the level of the sea.

The rugged shore extends northward from Massachusetts with few interruptions. The desolation of bare rock and gray sea suggests a throw-back to an earlier chapter in earlier history. Little vegetation clothes these granite headlands, but along the edges they are dotted with closely packed colonies of sea birds. When Jacques Cartier approached the Bird Rocks of Newfoundland in 1534, he was amazed at the fantastic numbers of these birds. "All the ships of France might load a cargo of them without once perceiving that any had been removed," he declared. When Audubon visited the rocks in 1833 he found them so crowded with birds that they almost touched each other. Many kinds of birds are nearly as abundant today. Cartier also commented on the voluminous number of rocks as an area that "God gave to Cain."

At one time the rocky shore of New England was probably a gentle coastal plain dipping gradually toward the water's edge, as the New Jersey coast does today. The higher parts of this plain today form underwater shoals like the Georges, Querean, and Grand Fishing Banks. In pre-glacial times, some of the islands that now loom out of the ocean, such as Monhigan, must have been mountains that soared above the plain. Soundings taken in the Gulf of Maine have revealed the courses of stream valleys that cut through the plain before it was inundated. The long, narrow mouths of today's rivers — the Kennebec, Penobscot, and Damariscotta, among others — at one time were fertile valleys opening into the sea. Wherever the level of the ocean rose, the waters could easily pour inland and penetrate between the hills. Most of the valleys in Maine were flooded this way.

The obvious source of the submergence of the New England shoreline is the melt of glaciers. It has been calculated that the glaciers at their maximum held some nine million cubic miles of water in their icy grip. More than  $\frac{3}{4}$  of this ice has now melted, and the level of the sea has risen accordingly. But the immense weight of the glaciers themselves probably accounted for the major part of the submergence. Geologists have determined that the greatest submergence took place at about the time this land was crushed beneath the ice sheets. It is clear that then the Atlantic washed even farther inland than today, for marine deposits have been found 80 miles from the shore and nearly 500 feet above the present Boston sea level of 50–200 feet. The land has since rebounded somewhat, but it is still about 1,200 feet lower than at the beginning of the glacier age.

It was the French navigator Samuel Champlain who, steering a course along the Maine islands, first came upon a rocky mass rearing out of the surf. From the sea it appeared nearly destitute of trees, so he named it *Isle des Monts Desert* — "Island of the Barren Mountains". Mount Desert is the largest of the myriad islands that dot the gulf of Maine, and it holds the highest point of land, 1532 feet above the sea level, on the entire Atlantic seaboard north of Rio de Janeiro.

During the maturing process many of the islands lost their individuality and became tied to the mainland by sandbars; New Englanders usually refer to these sandbars as "necks." One of the best examples is at Marblehead, Massachusetts. At one time, there was a large, rocky island offshore, but as waves and currents set about grinding it down, pebbles were chipped off and added to the debris brought by the currents to the islands. Gradually, a sandbar was built up which was able to catch additional loads of debris, and as it reached toward the mainland, Marblehead Neck was created. Similarly, in the northern part of Boston Harbor, what was once two islands, Big and Little Nahant, were first tied together by a neck, and later, by another neck, attached to the mainland.

The building of a neck is but one step in the continual smoothing out of the rough edges along a young shore. The large portions of the rocky northeastern coast have not as yet reached geological old age, but the study of such coasts at other places in the world allows its future to be reliably predicted. The mature shore continues to be attacked by waves that gradually cut back the cliffs and deposit the quarried materials as broad, sloping terrain.

In most places on the rocky coast, the high tides and the low tides occur in each tidal day, a period lasting 24 hours and 50 minutes. The heights reached by the tides vary markedly from place to place. The island of Nantucket, 30 miles south of Cape Cod, Massachusetts, has a very small tidal range — but the Cape itself often is subject to ten-foot tides. Northward from Cape Cod, the range of the tides continues to increase. It is twenty feet in Eastport, Maine and twenty-two feet in Calais, Maine; however, the highest tides in all New England are at the head of the Bay of Fundy, between Nova Scotia and New Brunswick. There the difference between high and low tide varies as much as 50 feet, producing the greatest tidal range in the world. The volume of water moved by tides is enormous. Every day, four billion tons of water pours into Passamaquoddy Bay in Maine, and the Bay of Fundy receives about 200 billion tons a day.

Along the rocky coast are stretches of sandy beach and tidal reaches that interrupt the barricade of rocks. Each of these environments possesses its own animals and plants, each with modifications that enable it to live there. South of Portland, Maine, sandy beaches are increasingly abundant. In the vicinity of Boston Harbor, the coast is lined with them. The land bordering Boston Harbor has a history of submergence similar to that of the Maine coast, but its rocks have been less resistant to the battering of waves.

When Boston Harbor was covered by the ice sheets, mud and gravel were deposited in mounds or hills known as *drumlins*. As seen from the air, a drumlin has the shape of an egg lying on its side and half submerged. It is usually 50 to 100 feet high and often more than half a mile long. Drumlins originated from little knobs in the landscape that protruded into the under side of the ice sheet. The knobs were composed of clay, which adheres to clay more readily than it does to ice. As successive stages of the ice moved over the knobs, the clay particles carried by the glacier were captured, along with large amounts of sand and gravel which were mixed with them.

When the Boston Harbor area was submerged after the retreat of the glaciers, many drumlins were covered by water, while numerous others kept their tops above sea level, thus forming the many islands that dot the bay. At some places the drumlin islands are so close together that they touch, producing formations such as Spectacle Island, which derives its name from the fact that two drumlins composing it are so nearly identical as to form an almost perfect eyeglass shape. These islands are under continual attack by waves and currents. Many of them have already been broken down and now survive only as shoals. Some have disappeared within historic times. One, which was about 12 acres in area only a little more than three centuries ago, has now been reduced to a jumble of boulders. Drumlins are common features of the Eastern sections of Massachusetts, the best known perhaps being Bunker and Breed's Hills of Boston.



The best known of the sandy beaches that interrupt the rocky shore is Cape Cod. Its bent elbow, thrusting far out into the ocean, presents an obstacle to the mixing of warm tropical water from the south with the cold northern currents. It is also a barrier to the movement of sea animals. The kinds of life that exist on the north and south shores, sometimes only a few thousand feet apart, are often quite different. The Cape is also a dividing line for the geologist, since south of it the long sandy beaches become increasingly more common.

Cape Cod is an outstanding example of the sea's power to create new landscapes. It owes its existence entirely to raw materials provided by the glacier, and to the force of tides and currents. The advancing front of the last glacier pushed down to what are now Cape Cod, Buzzards Bay, and Long Island. There it remained nearly stationary for several thousand years. Then, as it melted, it deposited countless millions of tons of rocks and gravel which it had borne with it. The debris formed a long ridge or *moraine*, which now makes up the billion parts of Cape Cod, as it does Rhode Island and Long Island. During the subsequent melting of the ice, streams formed over this ridge, depositing lighter materials immediately to the south in the form of sandy beaches, known to geologists as *outward plains*.

The glaciers began the building of Cape Cod, but the ocean currents completed it. Once a wave breaks, it loses its power to carry sediment. At that point it drops most of the load it has been carrying. As a result, the ocean floor at the point when the waves break is gradually built up to form a sandbar. If one end of the sandbar touches land, it creates what is known as a *spit*, which continues to grow at its unattached end. This is exactly what has happened at Cape Cod. The land originally deposited by the glacier forms the upper arm and elbow of the Cape. To this the ocean currents have attached, almost at the right angle, a long *spit* which makes up the forearm of the Cape. The growing end of the spit, however, has been deflected by currents trying to make their way around it, and as a result the sandbar has now curved westward at the wrist. The illusion of a whole arm is completed by a number of small finger-shaped spits radiating from the wrist near Provincetown.

Such has been the construction of Cape Cod, but all the while, destructive forces have also been at work. Ocean waves pounding upon the exposed portions of the eastern shore have gnawed away, leaving sea cliffs which, in places, rise 120 feet above the tides. The different degrees of resistance offered by a rocky shore and a sandy shore can be detected by ear. Where rocks dominate the scene, one cannot fail to hear the waves grinding away, wrenching at the boulders, and then making use of the particles as grindstones for further breaking down of the rocks. The sound of the destruction at work is memorable — a nervous, low rumbling, like the bass section of an orchestra. The sounds of the sea at Cape Cod are different. The tones of the swells are clear and rhythmic as they roll without obstacle into the beaches.

Any irregularities that may have existed originally in Cape Cod's shoreline have by now been smoothed out, and the famed beaches stretch for miles in nearly straight lines. But the future of the Cape is bleak. In some places the shore is receding by as much as three feet a year, although the average rate is much slower. Perhaps another 5,000 years will see the waves triumphant over the shoreline, leaving only a submerged bank to mark the former positions of the Cape. And then again, in the endless turning of the wheel of destruction and rebuilding, there may be a change in the level of the sea or a shifting of the earth's crust. When this happens, the bank will rise again above the tides and begin the growth of land once more.

At Cape Cod the sea dominates everything, and with the vegetation has had to accommodate itself to survival amidst the salt-laden winds and spray. As one explores the hills forming the central ridges of the Cape, it appears as though some gigantic scythe had swept over the trees, mowing them to a uniform height. The Cape is one of the windiest places on the Atlantic coast, and the gusts have a cutting edge which shears off the tops of any trees that attempt to poke above the general level. The wind not only prunes back the tops, but it also deprives the trees of life-giving substances. It dries out the leaves and the soil itself, leaving the trees with a perpetual thirst.

The result is a forest of pygmy trees, trees to scale miniatures, produced in the same way as the *bonsai* trees grown by Japanese gardeners. On Cape Cod one can step over whole *bonsai* forests at a single stride. There are gnarled oaks that reach only to a man's waist. Thousands of pines, a whole forest of them, are twisted out of shape as they crouch toward the protection of the land. They grow no higher than one's knee. Saw down one of these miniature trees and count its annual growth ridges, and one can see that it is not a youngster, but numbers its age in decades. Everything is reduced in size. Even the cells of the pygmy trees are smaller than those of the same kind of tree growing in a more protected life.

Lying off the southern shore of the Cape are Martha's Vineyard, Nantucket, and the Elizabeth Islands. The shape of these islands is roughly that of a triangle with the long base at the south. The glacier created the ridges that form the apex and sides of the triangles. Between the sides are sandy *outward plains* that slope gently to the sea. Most of these islands have jagged southern shores that resulted from the rise of the sea after the melting of the glacier.

The contrasts from the Canadian border to New York are striking as one passes from the narrow boulder-strewn beaches of New England to the wide, sandy ones of New Jersey. And with the change from rock to sand, from pounding surf to rhythmic breakers, there is a marked alteration in the forms of life that have accommodated themselves to existence along the shore.

The geographical locale of New England affords its citizens a magic wonderland. Four distinct seasons, valleys, dales and mountains stretch to sand laden beaches, as plant, animal and sea life nudge the explorer. As one wise man once said, "... there are a million living things in a teaspoon of soil. Search for them and you'll find them ..." Here the natural wonders abound for leisure interests and leadership with *imagination* is all that is needed to open these galaxies.

### THE NATURE OF MASSACHUSETTS SOIL<sup>3</sup>

The soils of Massachusetts are largely coarse textured and acid in reaction. They have been derived from the breakdown of hard primary rocks mostly granites and quartzites with smaller amounts of gneisses and schists. Weathering and soil forming processes have been primarily of a physical nature, hence these soils are relatively immature and relatively little clay has formed in them. In contrast, the heavy silt and clay loam soils of Western Massachusetts (Berkshire County) developed from softer shales, sandstones, and limestones which even under physical weathering break down rapidly to silt and clay. This rapid breakdown

<sup>3</sup>1963 *Agronomy Guide — A Land Use Management System for Massachusetts Soils, seeding, liming, fertilizing, forage and field crops*, Cooperative Extension Service, College of Agriculture, University of Massachusetts, Amherst, Massachusetts. Publication 384 — Revised, p. 1. (By permission)



occurs because the material which went into the soft secondary rocks had been largely weathered by physical and chemical forces into sand, silt, and clay.

As noted earlier, during the ice age all New England was covered by a massive glacier that moved very slowly, but ground even our hardest rocks into gravel, sand, and some silt. During and following the glacial period, water from melting ice worked over and sorted these sands and silts and sometimes clay, making a rather variable pattern of relief and soil. Violent winds during this period left a relatively unweathered wind deposit of fine sand and silt over an important portion of the surface soils of the state.

Because of the cool climate, physical weathering has predominated as a soil forming process except for the chemical weathering produced by decomposing forest litter.

The great majority of the soils are low in minerals and organic matter and in their ability to hold plant nutrients. They respond well to lime, fertilizers, and good management, and when well managed, produce satisfactory yields of high quality grasses and turf crops.

Soils have been given series names that help place them with respect to development characteristics and drainage class. Drainage, both external and internal, is one of the most important characteristics to consider in the use of Massachusetts soils, and relates often to seepage and pollution. It is especially important in placing limits on the types of grasses and turf produced on a given soil area and in determining the response of these species to fertilizers and lime. Other characteristics of importance are texture, structure, and permeability. Pans or denser layers of soil which restrict root development and movement of both air and water develop at varying depths in some soils and influence drainage and air movement within the profile.

By nature of the role good conservation practices play in camping and outdoor informal education, the knowledge of New England soil characteristics is important.

#### SOIL GROUPINGS<sup>4</sup>

<i>Soil Drainage Class</i>	<i>Soil Characteristics</i>	<i>Representative Soil Types</i>
Excessively Drained	Water drains rapidly. Generally shallow, gravelly; coarse sands with little clay. Very porous; many very steep.	Colton Hinkley Hollis Windsor
Well Drained	Water drains rapidly. Mostly medium textured upland or river terrace soils. Free of mottlings. Horizons brownish, yellowish, or grayish. Darker at the surface.	Becket Berkshire Charlton Gloucester Hadley Merrimac Worthington
Moderately Well Drained	Water moves slowly. Wet a small but significant part of the year. May have either slowly permeable pan layer, relatively high water table or some seepage. May be mottled in the lower B and C horizons.	Action Bernardston Blandford Sutton Winooski Woodbridge
Imperfectly and Poorly Drained	Water moves so slowly the soil remains wet a significant portion of the year due to high water table, impermeable layers or seepage, or a combination of these. Mottled to quite near the surface.	Fredon Leicester Limerick Scantic Stissing Walpole
Very Poorly Drained	Water table at or near surface greater part of the year. Usually on level or depressed areas. May be ponded. Black surface soil high in organic matter.	Biddeford Saco Scarboro Whately Whitman

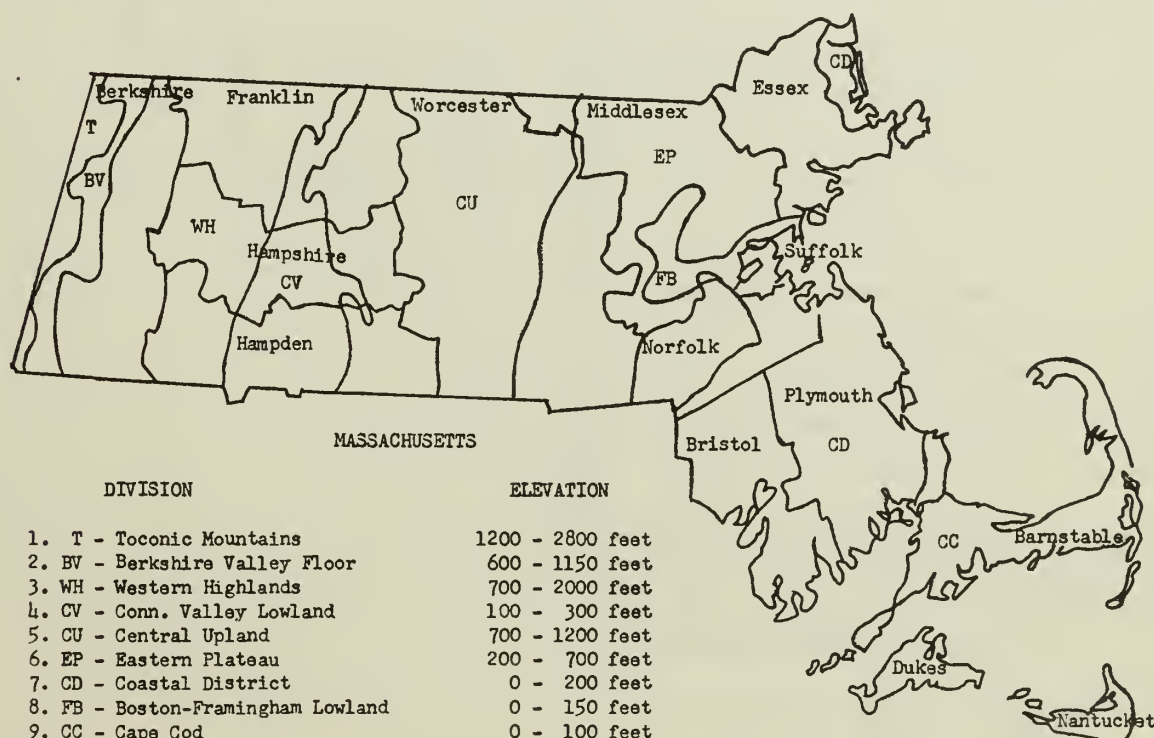
<sup>4</sup>1963 Agronomy Guide (preface).

## LAND CAPABILITY CLASSES<sup>5</sup>

The soils of Maine, New Hampshire, and Massachusetts have been grouped in various classes according to ways in which they may be used safely. Some land may be suited to cropping; other land may be best used for forestry or for wildlife and recreation. It may be safe to utilize some land intensively, while other areas, although productive, may have some limitations such as steepness of slope or an erodible type of soil, which require the use of special conservation practices if the land is to be properly used. One of the major uses of the soil survey data is to provide a physical inventory of the land which can be interpreted into land capability classes that form the basis of a sound soil and water conservation program.

The following is a national classification system established by the Soil Conservation Service to show the relation of capability groups of soils to safe land use. It is the same classification that is used on the soil maps that serve as a basis for planning individual farms.

- Class I** Land suitable for all uses. Very intensive cultivation requires only good soil management practices. The soils are deep and productive. The land is nearly level and there is little or no erosion.
- Class II** Suitable for all uses, but intensive cultivation requires *simple* conservation practices. Gently sloping land needs contouring and strip cropping. Moist land needs improved drainage. The soils are deep and productive but need liming, manuring, and fertilizing.
- Class III** Suitable for all uses, but moderate cultivation requires *intensive* conservation practices. For example, moderately sloping land is in need of diversions and contour strip cropping. The soils are productive but need rotations that limit the years of clean tilled crops to approximately one year out of three.
- Class IV** Suitable for all uses when cultivation is *limited* to one year of row crops when reseeding hay or pasture lands. Additional protective measures are needed on strongly sloping land. Wet lands need improved drainage. This class is best suited to pasture or hay.
- Class V** Suitable for *intensive* pasture use, or woodland and wildlife. When used for pasture, requires only good management. This class is not used at present in New Hampshire.
- Class VI** Suitable for *moderate* pasture use, or woodland and wildlife. This steep or stony land requires good management for optimum pasture use.
- Class VII** Suitable for *limited* grazing, or woodland and wildlife. These shallow, very stony, or very steep slopes should be maintained in permanent woodland cover for maximum protection.
- Class VIII** Suitable in some cases for wildlife production and recreation. Areas of rock outcrop and coastal beach are in this class.



Physiographic Divisions of Massachusetts

Source: A. B. Beaumont, *The Soils of Massachusetts*. Special circular, Number 64, Agricultural Extension, University of Massachusetts, Amherst, Massachusetts.

<sup>5</sup>Lloyd S. Garland, Henry R. Adams, Roy L. Donahue, *Soils and Their Crop Adaptations in New Hampshire*, Bulletin 424, Agricultural Experiment Station, University of New Hampshire, Durham, N. H., pp. 21-23.

The slope classes, shown by letters or as phases on soil survey maps are a major factor in interpreting land capability classes. The slope classes are as follows:

- A. Level to nearly level (0-3 percent)
- B. Gently sloping (3-8 percent)
- C. Moderately sloping (8-15 percent)
- D. Strongly sloping (15-25 percent)
- E. Steeply sloping (25-35 percent)
- F. Very steeply sloping (35 percent or more)

RELATION OF LAND-CAPABILITY CLASSES TO SAFE LAND USE <sup>2</sup>

Land Capa- bility Class	Major Land Uses Listed in Order of Increasing Removal of Cover or Disturbance of Soil								
	Wildlife Recrea- tion	Forest ry	Limi- ted Gra- zing	Moder- ate Gra- zing	Inten- sive Gra- zing	Limited Cultiva- tion	Moder- ate Cultiva- tion	Inten- sive Cultiva- tion	Very in- tensive Cultiva- tion
I									
II									
III									
IV									
V									
VI									
VII									
VIII									

United States Department of Agriculture  
Soil Conservation Service

<sup>2</sup> Soils and Their Crop Adaptations in New Hampshire, p. 20.



## CHAPTER V

### *Cultural Attitudes Toward Land<sup>1</sup>*

"The attitudes of a society toward land are probably most clearly exhibited in the laws governing the rights and responsibilities of the landowner and the systems of restraints imposed upon him in the use he makes of his land. Rights, responsibilities, and restraints have changed through time and differ, of course, with density of population, the use made of the land, and a host of other factors. One observer has stated that 'quite generally the boundary lines between public and private law are fleeting and delusive, above all with respect to land, which has hardly ever or anywhere ceased to invest even its most private uses with at least a touch of public character.'"<sup>2</sup> Both public and private interest are difficult if not impossible to define precisely, and both change in time and according to the circumstances of a society. Accordingly, it could be said that in discussing attitudes toward land and the bearing of public and private interest on land ownership and the control of land use, we are dealing with a situation that Herbert Hoover once described as being made up of a "multiplicity of relativities."

William Blackstone, whose commentaries published in the 1760's instructed generations of American lawyers and law makers, probably caught the spirit of both his countrymen and American colonists in his declarations about property. "There is nothing," he wrote in the opening paragraphs of the section on the law of things, "which so generally strikes the imagination and engages the affection of mankind, as the right of property; or that sole and despotic dominion which one man claims and exercises over the external things of the world, in total exclusion of the right of any other individual in the universe." So generally accepted was the notion of the right of property and the means by which that right was maintained that the question was seldom raised as to "why a set of words upon parchment should convey dominion of land; why a son should have a right to exclude his fellow-creatures from a determinate spot of ground, because his father had done so before him." To raise questions about such fundamental matters would, Blackstone continued, be troublesome. In fact, he concluded, "It is well if the mass of mankind will obey the laws when made, without scrutinizing too nicely into the reason for making them."<sup>3</sup>

In the English colonies, as in England, land ownership by individuals rested upon acceptance of a system of feudal arrangements under which the fundamental right to land reposed in the crown. Thus the crown could grant possession to individuals and companies under specified conditions and they in turn could distribute land to individuals as they saw fit. Thus throughout the colonies, whether charter, proprietary, or royal land titles issued by the colonial authority rested on a grant by the crown. The managers of the first colonies, the Virginia settlement and the Plymouth Plantation, sought initially to retain in the company all right to land, but in neither settlement did this prove satisfactory. "Agriculture at Plymouth," one historian has written, "was long retarded by the vicious system under which the colony was founded." It will be recalled that for seven years there was to be no private ownership of land and no reward for the industrious colonist. During that time, whatever was produced went into the common stock and during that time also everyone was to be fed and clothed from the common stock, regardless of his capacity or industry.<sup>4</sup> Bradford, in his history of the Plymouth Plantation, devotes only a few words to the need for a change. He noted that men sought to raise as much corn as possible and to do this they wanted their own land. "At length (1623), after much debate . . . , the Governor . . . gave way that they should set corn, every man for his own particular, and in that regard trust themselves . . . And so assigned to every family a parcel of land according to the proportion of their number, for that end, only for present use (but made no division for inheritance) and ranged all boys and youth under some family. This had very good success, for it made all hands very industrious, so as much more corn was planted than otherwise would have been by any means the Governor or any other could use, and saved him a great deal of trouble, and gave far better content. The women now went willingly into the field, and took their little ones with them to set corn; which before would allege weakness and inability; whom to have compelled would have thought great tyranny and oppression."<sup>5</sup>

These allotments were made from year to year and soon there was complaint that a man should have the same plot from year to year so as to enjoy the benefits from improvements he might make on the land. Bradford recorded "That they might therefore increase their tillage to better advantage, they made suit to the Governor to have some portion of land given them for continuance, and not by yearly lot. For by that means, that which the more industrious had brought into good culture (by much pains) one year, came to leave it the next, and often another might enjoy it; so as the dressing of their lands were the more slighted over, and to less profit. Which being well considered, their request was granted. And to every person was given only one acre of land, to them and theirs, as near the town as might be; and they had no more till the seven years were expired. The reason was that they might be kept close together, both for more safety and defense, and the better improvement of the general employments."<sup>6</sup> Here displayed is an elementary kind of rural land zoning — private use touched by public interest.

In the century and a half of English occupation of the American land that preceded the Revolution, the different colonies developed different ways of distributing land. New England devised the town system, Virginia granted settlers the right to enter and hold land under a system of head rights, and throughout the middle and southern colonies a system of quitrents, coupled with other feudal usages, came into existence. But whatever the difference in land policies in the colonies all had points of similarity. Men wanted title to the land they occupied and all colonies made provision to grant title in some way or form. This

<sup>1</sup>Vernon Carstensen, "Our Fundamental Cultural Attitudes Toward Land", University of Wisconsin, Madison, Wisconsin, 1963. (By permission)

<sup>2</sup>Carl Brinkman, in "Land Tenure", *Encyclopedia of the Social Sciences* (15 vols., N. Y., 1930-34), 9:74.

<sup>3</sup>Quoted from *Commentaries on the Laws of England in Four Books With an Analysis of the Work*, by Sir William Blackstone (from the Nineteenth London Edition, 2 vols., Phil. 1868) vol. 1; Book 2 "of the Rights of Things." pp. 1-2.

<sup>4</sup>Edward Channing, *A History of the United States* (6 vols. N. Y., 1905-25) 1:311.

<sup>5</sup>William Bradford, *Of Plymouth Plantation*, Samuel Eliot Morison, editor (N. Y., 1953), 120.

<sup>6</sup>*Ibid.* 145.



usually required not only that words be set on parchment and monuments be erected on the land, but in most of the colonies it was necessary for a man to occupy land and to make improvements in order to hold it. In some colonies it was required that fences be set on the boundaries. Massachusetts early began to require periodic inspection of town boundary markers by town officials.<sup>7</sup>

Despite the appetite for land and the widespread desire for it, there were not many objections to the theory which assumed that the basic title flowed from the crown through colonial officials. Thomas Jefferson was probably in a minority when, in 1774, he proposed that the Virginia delegation to the Continental Congress be instructed to take notice of "an error in the nature of our land holdings, which crept in at an early period of our settlement." Feudal tenures, he said, had been introduced in England by the Normans and had altered but not entirely obliterated Saxon usages. "Our Saxon ancestors held their lands, as they did their personal property, in absolute dominion, disencumbered with any superior, answering nearly to the nature of those possessions which the Feudalist term Allodial." Jefferson then went on to argue a point of view that many a large landholder and speculator in western lands found distasteful. There was no basis, he insisted, for assuming that feudal arrangements had been extended to the American land. Ownership should rest on occupation. "From the nature and purpose of civil institutions, all lands within the limits, which any particular party has circumscribed around itself, are assumed by that society, and subject to their allotment; this may be done by themselves assembled collectively, or by their legislature, to whom they may have delegated sovereign authority; and, if they are allotted in neither of these ways, each individual of the society, may appropriate to himself such lands as he finds vacant, and occupancy will give him title."<sup>8</sup> Here were arguments that had already been heard in the western parts of Pennsylvania and the Carolinas, and they would be heard again and again in the last of the 18th and throughout the 19th century on the western frontiers. They would find some expression in the donation acts of Congress and in the adoption of the Homestead Law in 1862.

Usage in the United States was probably far in advance of law in the 1770's and the 1780's. In 1784 a German traveler in Pennsylvania recorded with a mixture of surprise and disapproval that "In America . . . whoever holds new land, in whatever way, controls it as his exclusive possession, with everything on it, above it, and under it. It will not easily come about therefore that, as a strict statutory matter, farmers and land owners will be taught how to manage their forests so as to leave for their grandchildren a bit of wood over which to hang a tea kettle. Experience and necessity must here take the place of magisterial provision."<sup>9</sup> Dr. Schoepf perceived that whatever the legal theory of land holding in the United States, men did indeed hold their land under absolute dominion.

During the American Revolution the question of the ownership of the western lands became a subject of extensive debate among the delegates in the Continental Congress. The states without western land claims, led by Maryland delegates, insisted that the western lands which would be won by the common expenditure of the blood and treasure of all of the states should become the possession of all. This view prevailed in the end. States holding claims to lands west of Pennsylvania and north of the Ohio River had ceded most of their rights by 1784, and thus the first public domain to be managed by the central government came into existence. Subsequently lands in the southwest, the lands acquired in the Louisiana and Florida purchases, the Mexican cessions, and those obtained through the settlement of the Oregon boundary became a part of the public domain.

With the creation of this public domain Congress was in a position where it must make the laws governing the survey and distribution of the land. The representatives from the thirteen states, now united under the Articles of Confederation, might bring to the formulation of Federal land law the experience of their particular states, such knowledge as they might have of Blackstone and other legal authorities, and such social theories and expectations as they possessed. The Congress provided a forum in which the issues were debated at length and a body of laws shaped to govern this common possession. There were many interests to be satisfied and many differences in viewpoint to be reconciled. Although the Congress has often been criticized for moving so slowly in agreeing on the first Federal land law, perhaps it is more surprising that they moved so swiftly and that they managed to agree at all. In 1784 a committee was appointed with Thomas Jefferson as chairman to prepare an ordinance dealing with the western lands but no agreement was reached. Another committee was appointed in 1785 which reported a draft of an ordinance for ascertaining the mode of disposing of lands in the western territory in April, and on May 20, 1785 the famous Land Ordinance was adopted.

Long before the committee reported, however, there was widespread public discussion of what was to be done about the western lands. Soldiers holding land scrip from their service in the war, speculators, promoters, public creditors and others were concerned. In March, Timothy Pickering wrote Elbridge Gerry expressing his hope that Congress would make provision for orderly survey and settlement by providing for the sale of one lot only and after that was disposed of, the next adjacent lot could be offered for sale. ". . . if adventurers should be permitted to ramble over that extensive country, and take up all the valuable tracts, the best lands would be in a manner *given away* and the settlers thus dispersed it will be impossible to govern; they will soon excite the resentments of the natives, and bring on an Indian war, to the destruction of multitudes of the settlers, and the injury of the public." He concluded by saying that he preferred orderly survey and settlement, but that if there was to be a scramble, "we have an equal right with others."<sup>10</sup>

George Washington, although busy with spring work at Mount Vernon, followed the progress of the bill with uneasiness and interest. On March 15, 1785 he wrote Arthur Lee that it would give him pleasure "to hear that Congress had proceeded to the disposal of the ceded lands at a happy medium price, in a District sufficient and proper for a compact State. Progressive seating will be attended with many advantages; sparse settlements with many evils."<sup>11</sup> He wrote to Hugh Williamson the same day declaring that he was concerned with "The terms on which the ceded lands are to be disposed of; and the mode of settling them. The first, in my opinion, ought not to be delayed. The second ought not to be too diffusive. Compact and progressive

<sup>7</sup>See Marshall Harris, *Origin of the Land Tenure System in the United States*, (Ames Iowa, 1953).

<sup>8</sup>*The Writings of Thomas Jefferson*, H. A. Washington, editor (9 vols., Washington, D. C., 1853-54), 1:138-40.

<sup>9</sup>J. D. Schoepf, *Travels in the Confederation, 1783-84* (Trans. from the German by A. J. Morrison, 2 vols., Phil., 1911), 1:38.

<sup>10</sup>Octavius Pickering and C. W. Upham, *The Life of Timothy Pickering* (4 vols., Boston, 1867-73), 1:504-5.

<sup>11</sup>George Washington, *Writings*, J. C. Fitzpatrick, editor (39 vols., Washington, D. C., 1931-44), 28:106.



Seating will give strength to the Union; admit law and good government; and federal aids at any early period. Sparce settlements in *several* new States; or in a large territory for one State, will have the direct contrary effects, and whilst it opens a large field to Land jobbers and speculators, who are prowling about like wolves in every shape, will injure the real occupants and useful citizens, and consequently, the public interest . . .”<sup>12</sup> He wrote to R. H. Lee in much the same vein declaring that anything other than progressive settling “will be more advancive of individual interest than the public welfare.”<sup>13</sup>

There were numerous complaints in and out of Congress about the excessive influence exercised by speculators and land jobbers, and numerous fears were expressed over most versions of the land bill. On April 27 William Grayson, who had taken Jefferson’s place on the land committee, wrote Timothy Pickering, “Since my arrival I have been busily engaged in assisting about framing an ordinance for the disposal of the Western territory; I think there has been as much said and wrote about it as would fill forty Volumes, and yet we seem very far from a conclusion, so difficult is it to form any system, which will suit our complex government, and where the interests of the component parts are suppos’d to be so different.”<sup>14</sup> Early in May Grayson wrote Washington reporting that he expected the ordinance to be adopted shortly although because of the numerous pressures many changes had been made in the bill. “There have appeared so many interfering interests, most of them imaginary, so many ill founded jealousies and suspicions throughout the whole, that I am only surpris’d the ordinance is not more exceptionable; indeed if the importunities of the public creditors, and the reluctance to pay them by taxation either direct or implied had not been so great I am satisfied no land Ordinance would have been procured, except under such disadvantages as would in a great degree have excluded the idea of actual settlements within any short length of time.” He said the states wanted no new votes from the west, and no competition while they were selling their own lands. He complained that he had had to sacrifice his own views in order to carry the measure forward. The price of one dollar an acre minimum was fixed on, he reported to Washington, because “part of the house were for half a dollar, and another part for two dollars and others for intermediate sums between the two extremes, so that ultimately this was agreed upon as a central ground.”<sup>15</sup>

Late in May, after the Ordinance had been adopted, Grayson wrote to Madison sending a copy of the law and commenting on it. He remarked the variety of interests at work on the bill and complained that “The eastern people who before the revolution never had an idea of any quantity of Earth above a hundred acres, were for selling in large tracts of 30,000 acres while the Southern people who formerly could scarce bring their imaginations down so low as to comprehend the meaning of a hundred acres of ground were for selling the whole territory in lots of a mile square.”<sup>16</sup>

The law thus adopted, reflecting English law, colonial experience, and contemporary aspirations — and perhaps avarice — provided that Indian title to land must be extinguished before the land could be surveyed and that it must be surveyed before being offered for sale. The law provided that the first block of western land to be surveyed, seven ranges west of the Pennsylvania boundary line, were to be divided into rectangular townships six miles square. Each such lot could be subdivided into thirty-six sections one mile square, each section containing 640 acres. This survey system, it was expected, would provide an orderly system of land description in contrast to the metes and bounds arrangement used largely in the south. There was also the hope that settlement would proceed in an orderly fashion and the dangers of dispersing a population over a large territory would be avoided. The rectangular six mile square township subsequently became the standard unit of land description throughout the public domain and the patterns imposed upon the land have become in large measure the patterns of land ownership and often of community growth throughout the western part of the nation.

In addition to providing for the survey of the land, the law of 1785 established the initial policy for disposing of the land. Some lands were to be sold directly for the benefit of the treasury, others were to be dedicated to useful public purposes. Lands offered for sale were to be offered at public auction at a minimum price of one dollar an acre plus the cost of the survey in an arrangement under which alternating blocks were to be sold in entire townships, the intervening townships to be sold in lots of 640 acres. One section in each township was to be reserved for the benefit of the common schools, and four sections for the central government. The law also contained the provision that one third of all gold, silver, lead, and copper mines were reserved for the general government.

Thus this law, to the extent it reflected what people wanted and could agree on, showed that men wanted the public domain to be distributed quickly and to serve many purposes. Some of the land was to be sold for the benefit of the treasury, some was to be used to pay soldiers’ bonuses, some was to be reserved for the use of the government, some was to be used for the common schools. In 1787, a basis was laid for granting two townships to each of the new western states for the endowment of a state university and in 1862 a more substantial land endowment was offered each state for establishing a college of agriculture and mechanic arts. Similarly substantial amounts of land were to be used to encourage internal improvements such as roads, canals, and railroads.

It is correct to say that there was no one federal land policy; rather a number of sometimes contradictory land policies came to be adopted. Problems of land distribution were often before Congress during the next century and frequently invoked hot debates simply because of the many purposes for which people sought to use the public domain. Some of these mixed purposes were outlined by Jacob Callamer, Congressman from Vermont, in a statement before the House in 1848. The congressional Globe paraphrased his remarks but the analysis is clear enough: “He thought a considerable body, upon different sides of this House, composed of a very different material, and actuated by very different reasons, were laboring towards the same point, and that point was, *to get rid of the public lands*. That was the purpose. Some were frank enough to own up to it; others partially owned up to it; others disguised it even to themselves; and yet this was the common result at which they were aiming. Some were for dispensing wholly with dealings in the land and with revenue from it, under the impression that lands would thereby become cheaper, and be settled more rapidly in their neighborhoods . . .

<sup>12</sup>*Ibid.* 28:107-8.

<sup>13</sup>*Ibid.*

<sup>14</sup>E. C. Burnett, *Letters of Members of the Continental Congress* (8 vols., Washington, D. C., 1921-38), 8:106.

<sup>15</sup>*Ibid.* i:117-19.

<sup>16</sup>*Ibid.* 8:129.



"Another said 'As to the public land system, I think it a sort of land-jobbing business on the part of the Government, and had better be got rid of any way.' Another said he thought it was the tendency of our present system to accumulate large quantities in particular hands, and thereby introduce the system of landlord and tenant in our country, which would be a disgrace to our institutions; and he was in favor of breaking it up for this reason. The reason of another class was, unless they could get the prices reduced to mere nothing, extremely poor people could never settle the lands; they were desirous of aiding them to settle, and if they could succeed, they would throw our public domain open. That was their motive.

"But another considerable class, including, he apprehended, a larger part of this House than would be first be supposed, said that you never can have in a government like ours a large quantity of money on hand at the disposal of the government but it is always becoming a corruption fund. It will be at the disposal of the Executive power and patronage. It will always be used, therefore, as a means of corruption, for it will stick in the hands of those who have the keeping of it. They contended that the same principle, to a comparatively limited extent, applied to the public lands. How? Why, because it would be considered that the party or candidate who would hold out the largest promises of bribery, by giving away the public lands when they came into power, would be most likely to secure their elevation.

"Another motive, which might as well be told while he was about it. There were some men in this nation who said, if we could get rid of this \$2,000,000 or \$3,000,000 income from the public lands we would have a protective tariff; and we will vote them away for that reason, and the quicker we get rid of them the better.

"These are some few of the many motives which operated on the minds of different gentlemen in voting for these various propositions. There were many more rather more sinister, which perhaps might have weight; but it might be unbecoming a gentleman to suggest that they could be entertained by anybody . . ."<sup>17</sup>

Certainly whatever the purposes to which the lands were to be devoted, a prominent theme throughout the history of the public domain was to get rid of it. In 1880 a commission established to compile the laws relating to the public domain reported that between 1785 and 1880 — 3500 laws had been adopted dealing with the public lands.

Much the same spirit dominated the state legislatures in disposing of the educational and other lands that had been given them by the central government. Ohio, Indiana, and Illinois in the old northwest proposed to retain educational lands and to lease them. But the newly created state governments were ill equipped to handle the complex task of managing large scattered land holdings, particularly in a society that accepted the notion that the least government was the best government and the fewer office holders the better. By the 1820's the policy of retaining the lands had given way to one of selling them and investing the proceeds in interest bearing bonds. State authorities then vacillated between the desire to hold the land for the highest possible price in order to increase the endowment fund and the desire to sell cheaply and quickly and so encourage rapid development of the state. States like Michigan, Wisconsin, and Iowa all began with a policy of holding university lands for a high price and then shifted, encouraged it must be said by their respective legislatures, to a policy of selling at a low price.

John C. Spooner offered a commentary on these policies in a preamble of a bill he introduced in the Wisconsin Legislature in 1872. The bill provided for a regular annual appropriation for the support of the University and the preamble provided the justification for this act. "It has heretofore been the settled policy of the state of Wisconsin to offer for sale and dispose of its lands granted by Congress to the State for educational purposes, at such a low price per acre as would induce immigration and location thereon by actual settlers; and . . . such policy, although resulting in a general benefit to the whole state, has prevented such an increase in the productive funds for which grants were made, as could have been realized if the same policy had been pursued which is usually practiced by individuals or corporations holding large tracts of land . . . The University fund has suffered serious loss and impairment by such sales of its land, so that its income is not at present sufficient to supply its wants, and cannot be made so by any present change of policy, inasmuch as the most valuable lands have already been sold."<sup>18</sup> For these reasons the legislature should vote an appropriation. It did.

Although the federal government sought to prevent intruders from going on to land not yet surveyed, it had little success even when it employed such military force as it could command. It likewise sought to prevent intruders from taking timber and other things of value from the public domain, but in this it was no more successful than the English government had been in trying to reserve pine trees in Massachusetts Colony. John Quincy Adams as president sought to reserve for naval use the live oak trees of Florida, then thought to be essential for building war ships. He failed completely. Subsequently presidents and land commissioners sought means of protecting other timber lands from intruders but even when Congress did provide funds for inspectors and the inspectors caught timber thieves, there usually was little that could be done in unsympathetic courts. Similarly when minerals of value were found on public land, an attempt was made to have the federal government benefit from their exploitation. Unsuccessful attempts were made to lease the salt springs to the exploiters. A more systematic effort was made by government officials to obtain a part of the profits from the lead mines of Missouri, southwestern Wisconsin, and vicinity. Lead bearing lands were reserved from sale and miners were expected to pay a license fee to work the mines. The government obtained some revenue, but the situation soon became chaotic. In the 1840's the machinery for leasing lead lands having largely collapsed, Congress permitted the lands to be sold.

When gold was discovered in California in 1848 Congress considered various proposals to lease or license the gold mines, but it did nothing. The miners, however, worked out an arrangement under which those on the scene of a discovery formed an association, agreed on the size of the claims each miner was entitled to, determined the amount of work that must be done each year on the claim, and opened a record book in which the regulations of the association and a description of each claim were recorded. Thus miners found a device by means of which mineral bearing lands in the public domain could be acquired by individuals by the simple act of taking possession. Congress and territorial and state legislatures subsequently approved the method of establishing private rights to mineral lands. The miners managed to do in California and other western states precisely what Jefferson said it was within the right of individuals to do to obtain land. The eastern United States followed fairly closely the English doctrine of riparian rights but in the semi-arid west, miners and irrigators developed a new rule of law, the doctrine of prior appropriation. Under this system the first man who took water from a stream to use it, either for irrigating land or to wash

<sup>17</sup>*Congressional Globe*, May 8, 1848, p. 733.

<sup>18</sup>*Laws of Wisconsin 187*, p. 114.



gravel or ore in a mining operation retained the right to the water so long as he continued to use it. He could diminish the flow of the stream or carry the water into a different watershed so that all benefits were lost to downstream users. In a sense what this involved was the application to water in a stream, the rule that was accepted in the miners' associations. A man established ownership and exclusive possession by occupancy and use. This principle, developed in the mining camps and by irrigators, was written into the water codes of California and Colorado and then into the laws of other western states. This development has frequently been followed in areas of great water scarcity by establishment of mechanisms for the administration of the water resources of the states. The federal government in 1866 formally recognized the right of settlers on the public lands to divert water from streams for beneficial use. Less striking has been the modification of the rights of owners to underground waters.

There was little interest exhibited by Congress in developing any control over townsites on the growing frontier. Makers of townsites drew their plats in any way that suited them and, if required by local law, filed the plats. In 1844 Congress extended the benefits of the preemption law of 1841 explicitly to companies or individuals who had established townsites on the public domain, but that is about all the federal government did in this respect.

In this as in almost all other matters the assumption by the federal government was that he who owned the land could do with it as he would. Any change in the absolute dominion a man exercised over his land must come from state or local authorities, not federal. Both urban and rural societies early required that some restrictions be imposed. One demand made in colonial times and echoed through the 19th century and into the 20th was that men must enclose their land to restrain livestock. The records of our town and city councils, county boards, and even state legislatures are larded with proposals, ordinances, regulations, and threats of penalties against those who permitted their hogs the freedom of the city or the countryside. In urban centers it took time to find and define the public interest. It took more time and effort to devise and establish ways of bringing the public interest to bear in influencing or controlling use of private land. This has been done by means of building codes, restrictive covenants (not all of which are bad), urban zoning, and similar devices.

Similarly local regulations developed to impose some restraints on farmers and others who use the open lands. Farmers have come to be required to enclose their lands, to take care in draining off water so as not to damage a neighbor's land, and to be required to cut noxious weeds and the like. But these restraints were and still are few and lightly imposed. The farmer may waste and wear out his land as he chooses; and if his cropping practices open great gullies or destroy the humus, leaving the land open to be blown or washed away, it was and is no one's affair but his own. Similarly for a long period in our history the lumberman could simply abandon his cutover land, the placer miners in the western states could tear up the floor of a whole valley, silt up the streams and destroy salmon spawning grounds, and a remedy was hard to find, and perhaps impossible to apply. The problem of finding an adequate formula to control the strip mining of coal today illustrates the difficulty in imposing restraints in the public interest upon the land owner who enjoyed his ancient allodial rights to complete dominion over his land.

In this connection attention should be called to the rural zoning law adopted in Wisconsin in 1929. On the surface this seems to be a simple piece of permissive legislation arrived at almost effortlessly just before the great stock market collapse. It consisted of amending a 1923 law that had given the Milwaukee County Board authority to zone lands in the city of Milwaukee. The crucial portion of the amendment added a few words so that the law now also provided that "the county board of any county may by ordinance regulate, restrict, and determine the areas within which agriculture, forestry and recreation may be conducted . . . and . . . when any county acquires tax deeds the county board may exchange any such lands for other lands in the county for the purpose of promoting the regulation and restriction of agricultural lands . . ." Yet, in a sense, behind these words lay almost a century of concern with northern Wisconsin lands. In 1867 the legislature had published a study by Increase Lapham and his associates under the title *Report on the Disastrous Effects of the Destruction of Forest Trees now Going So Rapidly in the State of Wisconsin*. Thirty-one years later Philibert Roth had published a report on forestry conditions in Wisconsin, in which he stated that the "inexhaustible forests" of Wisconsin would soon be exhausted, and that he doubted that much of the forest land would be converted to farms. A legislative commission the same year examined the problem of forestry and hinted that some control should be exerted over the use of the cutover land. The commissioners declared that if the cutover land was simply abandoned it would produce only "crippled aspen, runts of jack pine, dwarf oak, or even merely coarse grass and sweet fern." The commission commented further that "Some people will think that these cutover lands will in time become of agricultural importance. They cite the fact that here and there a settler makes his home in such places because he can buy the land for almost nothing, or because he has been misled by ignorance or inexperience. By taking advantage of every depression, where the wash from the adjacent slopes may have improved the soil a little, he manages to raise a pitiable crop. But what can such isolated attempts amount to when the entire area of this character comes into play? . . . Moreover, the settlers of such lands, as far as there are any, are usually immigrants who bring from their native countries very low standards of living . . . They manage to make a living where those others would starve. But they remain miserably poor all their lives, ignorant and unambitious. It certainly cannot be in the interest of the state of Wisconsin to people large portions of its territory with 'crackers.'" <sup>19</sup> The year was 1898 and apparently nobody was listening.

The next decades in Wisconsin witnessed two movements: one consisted of seeking to create a system of state forests. That collapsed in the face of an unfavorable court decision in 1915. The other involved a strong movement to promote agricultural settlement of the cutover lands. The land settlement movement collapsed in the agricultural depression of the early 1920's. There followed a rapid increase of tax delinquency and several full scale legislative investigations and a number of surveys which sought to find a way to improve the condition of northern Wisconsin. Out of the investigations, the agitation, the experiments — out of the failure of the farm makers and out of the desire to establish a state land policy to protect both the community and the individual came the zoning amendment of 1929.

Four years later, in 1933, Oneida County in northern Wisconsin adopted a county zoning ordinance based on economic surveys of the county and on extended discussions in the several towns of the county. Allied with the restriction of farming in certain areas was a program to relocate isolated settlers. Thereafter other counties in Wisconsin and communities in other states sought to develop and institute such rural zoning arrangements. This represents a fundamental alteration of the older concept of the right of the land owner to do anything he wished with his land. Here the costs of community services, of schools, roads,

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<sup>19</sup>*Report of the Forestry Commission of the State of Wisconsin* (Madison, 1898), p. 10.

and the rest, and the ultimate costs of the damage being done to the land, were too high for a community to continue to permit a man to do with the land whatever he wanted to.<sup>20</sup>

Our attitudes toward land and the rights of the land owner have been slow to change. Despite everything the newspapers, the politicians and the scientists may say about the new frontier of the space age, we continue to be an earthbound people with our institutions and our laws firmly rooted in an ancient past. Moreover, if, as is freely predicted, we reach the moon, those lawyers who are now seeking to devise ownership arrangements to govern property rights on the moon will probably base their thinking on the notion of the prescriptive right of the first preemptor, and will argue, like Thomas Jefferson in 1774 or the miners associations of the last century, that occupancy gives ownership, gives absolute dominion of the land. To a very large extent the ancient rule observed by Dr. Schoepf still endures and a man who holds land "controls it as his exclusive possession with everything on it, above it, and under it." But as he also observed, experience and necessity would change these arrangements. Indeed, long, and often bitter, experience and clear necessity appear to be the only instruments by means of which our ancient ideas can be altered when they are altered at all.

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<sup>20</sup>Vernon Carstensen, *Farms or Forests: Evolution of a State Land Policy for Northern Wisconsin, 1850-1932* (Madison, 1958).



## CHAPTER VI

### *What We Want of Land*<sup>1</sup>

What do we want of land? This is a highly intriguing question that most present day Americans seldom ask themselves. In times past most of our ancestors experienced periods of hand-to-mouth existence that fostered a feeling of kinship between man and land. They were keenly aware that land provided the basis of human sustenance. Possession and ownership of land were things to be prized, and land owners enjoyed definitely higher social, economic, and political status than did tenants, serfs, or landless workers.

Urbanization, the increasing productivity of our highly specialized labor force, and the growing affluence of our society have done much to weaken the ties that bind man to land. Less than eight percent of our people now live on farms. Famine and hunger have become far off problems that we read about but never face at home. Consumers associate food more with the well-stocked shelves of the neighborhood supermarket than with the farms from whence it comes. The cultural and material advantages long associated with land ownership are losing some of their appeal, and many people now think of land primarily in terms of building sites, play areas, and scenery.

Amid the artificialities of this changing situation, it is well that we sit back and ask ourselves what we want of land. What are our needs with respect to land? What does land contribute to life in our modern day society, and on what aspects of land should we focus attention in public and private policy decisions?

#### MAN'S NEEDS WITH RESPECT TO LAND

The question of man's needs with respect to land can be approached in various ways. A clue to what people really want of land may be found in the hopes and aspirations of the early colonists of Massachusetts. Religious and political freedom are often cited as major reasons for the early settlements. But history also shows that the bulk of the colonists were "well to do yeomanry and craftsmen; men of some estate and standing" who came to the New World at least in part with the hope of advancing themselves.<sup>2</sup>

Fish, forests, and furs were the early commercial attractions.<sup>3</sup> Hope for possible discoveries of precious metals prompted clauses in the grants to the commercial colonizing companies that reserved shares of any bullion discovered to the crown. Favorable prospects for agriculture were assumed. Martin Pring visited the Plymouth harbor area in 1603 and wrote of "the goodnesse of the Climate and of the Soyle."<sup>4</sup> Captain John Smith of Virginia fame explored the area a decade later and wrote highly in 1616 of its prospects for supporting a fishing, shipyard, and iron industry. He also wrote of a garden he had planted "upon the top of a rocky isle . . . in May, that grew so well that it served us in salads in June and July."

William Bradford made only passing comments in his letters of 1620 and 1621 concerning the soil, trees, corn and beans the Pilgrims found in the new world. His account of the exploring party that landed at Plymouth on December 11, 1620, however, is revealing. The party "sounded the harbor, and found it fitt for shipping; and marched into the land, and found diverse corn-fields, and little running brooks, a place (as they supposed) fitt for situation; at least it was the best they could find, and the season, and their presents necessitie, made them glad to accept it."<sup>5</sup>

The Pilgrim Fathers lived in a far different world than we do. They looked for things in land we often take for granted but their needs were not greatly different from ours. They looked specifically for land that could provide them with crops and food, with good water, with building materials, and with sites that could be defended in the event of attack. In addition they wanted harbor facilities, and they hoped to find products of commercial value they could use in trade.

Generalizing from the experiences of the early settlers and from our own situation, we can classify man's needs with respect to land in terms of our need for support, sustenance, security, and satisfactions. The first of these four S's concerns our definite need for physical support — for land and water surface on which we can live and carry on the normal activities of life. This need is so elementary that it is usually overlooked. Its importance, however, really stands out now that we have entered the space age.

Man's dependence upon land resources for sustenance reflects his biological nature. Human life requires a continuing use of air, water, food, and resources for clothing and shelter. "Food, clothing and shelter" are often described as the basic trinity of man's needs. But this assumption ignores our basic dependence on air and water. Human beings can go for weeks without food and in the warmer climates for even longer periods without clothing or shelter. The time we can go without water, however, is numbered in days, while our supplies of air must be replenished every few minutes.

But far more is needed of land than just a place to live and the basic rudiments for survival. Man also seeks situations that offer a sense of security and opportunities for various satisfactions. From the time of our first settlements, we have sought locations

<sup>1</sup>Raleigh Barlowe, "What We Want of Land", Michigan State University, 1963. (By permission)

<sup>2</sup>G. Andrews Moriarity in Albert B. Hart (ed.), *Commonwealth History of Massachusetts*, vol. I, p. 54. (New York: The States History Company, 1927.)

<sup>3</sup>Cf. John Gould Curtis in *ibid.*, pp. 31-33.

<sup>4</sup>William Bradford, *History of Plymouth Plantation 1620-1647*, vol. 1, pp. 178 and 180. (Massachusetts Historical Society, 1912.)

<sup>5</sup>Bradford, *op. cit.*, pp. 176-177. Somewhat more detail concerning the natural resources the Pilgrims found at Plymouth is reported in a collection of letters and papers known as *Mourt's Relation* which was published in London in 1622. One author described the colony as "one of the most pleasant, most healthful, and most fruitful parts of the world" while others spoke highly of its climate, the productivity of its lands, and the abundance of fish and fowl. Edward Winslow wrote: "The country wanteth only industrious men to employ (cultivate it). For it would grieve your hearts if (as I) you had seen so many miles together, by goodly rivers, uninhabited: and withal to consider those parts of the world wherein you live, to be even greatly burdened with abundance of people." (Edward Arber, *The Story of The Pilgrim Fathers, 1616-1623 A. D.: as Told by Themselves, their Friends, and their Enemies*, pp. 397 and 491. London: Ward and Downley Ltd., 1897).

that could be defended from attack and have found security in systems of mutual protection. We have sought areas that can provide a surplus of production — that can sustain a growing population, provide new job and income opportunities, and present people with opportunities for full and happy lives.

The things we need and want of land can be classified in many ways. All of our needs and wants with respect to land, however, can be consolidated in the single concept of land productivity. Land is needed and valued for the products it produces. These products range from building sites and space for living to the air we breathe, the water used in our kitchens and factories, the food we eat, the timber and minerals used by modern industry, and the pleasures we associate with outdoor recreation and the viewing of scenery.

## MEASUREMENT OF LAND PRODUCTIVITY

Ability to provide support, sustenance, security, and satisfactions is the essence of land productivity. The productivities of various sites are often viewed in different lights, and in our day to day operations we often take large chunks of the concept of land productivity for granted. From an economic point of view, however, this concept needs underscoring. As we ask what we want of land, it is important that we focus attention on the land productivity concept and consider how productivity is measured and what role it plays in land use decisions.

When we try to analyze our economic use of resources, it is convenient to think in terms of four major classes of productive factors. Soil, water, minerals, and the natural cover of the earth can be viewed as parts of the basic land resource. The work that man performs in developing and using land is called labor. The savings and tools he acquires and develops to assist him in production are capital, and the efforts and ability expended in organizing and guiding the production process are management.

All four of the basic elements of production play vital roles. Our emphasis here is on the land factor and the role it plays in production. Most economists a century ago talked of land as a God-given resource that was free from the standpoint of society. This concept still has some meaning; but when we speak of land resources now, we are concerned with something more than the free natural resources that man long ago appropriated to his use and ownership. We are concerned also with the improvements man has added to land. From an economic and a legal viewpoint, land involves both the natural and man-made resources over which possession of a given portion of the earth's surface gives control.

Land resources do not have value by themselves. They acquire value and yield products and services only when they are used in conjunction with other factors in the production process. Even with consumer uses of land for living space and recreation, inputs of capital, labor and management are needed to provide the satisfactions we associate with land resources.

Over-all, the concept of land productivity is sometimes stretched to include all of the products and services secured from land through its combination with other productive factors. This view stresses the necessary and limiting role played by land and embraces all the support, sustenance, security, and satisfactions we seek from land. In practice, this concept of land productivity is too broad as it credits land not only with its own share of production but also with the productivities of capital, labor, and management.

Economists prefer a more narrow concept which limits land productivity to the share of total production that can be credited to land resources for their use in the production process. Defined in this manner, land productivity is a function of the input-output relationships associated with the use of land in combination with other production inputs. These relationships are often complex, particularly when land is used in combination with a variety of inputs. For our purposes, however, a few simple models can be used to abstract and identify the principles economists use in the measurement of land productivity.

Different tracts of land respond quite differently to even the same types of production inputs. We might assume the situation depicted in Figure 1, for example, in which fixed units of three different grades of land are used in combination with variable numbers of units of a second type of input. In charting the productivity response of the three grades of land to these variable inputs, the units of land are held constant, the number of units of variable input used in each case are shown on the horizontal axis and the production responses (production functions) are measured on the three vertical axes. All three tracts in the example follow the principle of diminishing returns in showing an increasing production response up to some optimum number of inputs at which point production reaches a peak and thereafter declines.

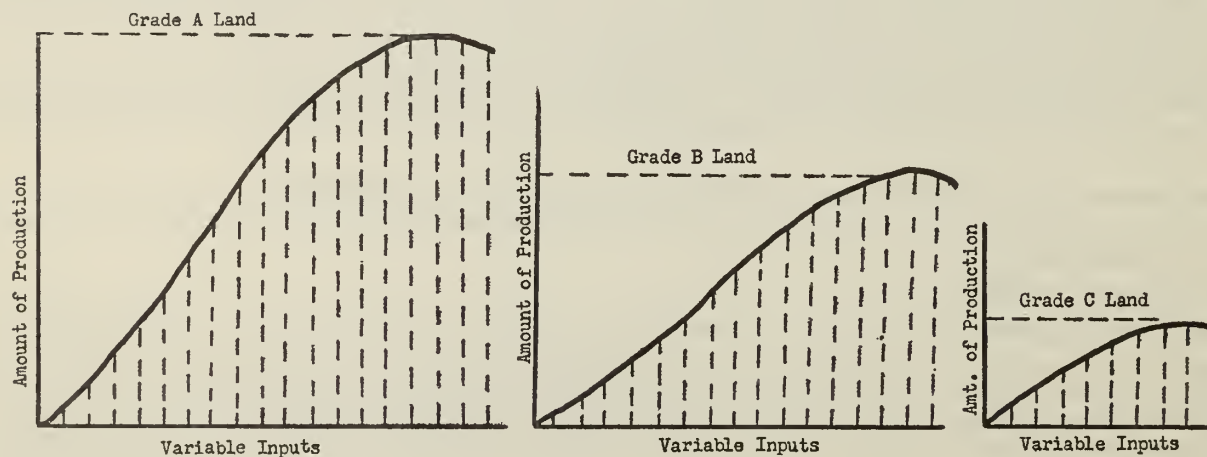


Figure 1. Production Functions Associated with the Combination of an Increasing Number of Units of a Variable Input with Fixed Quantities of Three Different Grades of Land



A significant aspect of this example centers in the comparative production functions of the three grades of land. The A grade land has capacity to use several variable inputs to advantage and provides a sizeable over-all return for the inputs it receives. The B grade land also has ability to absorb several variable inputs before it reaches its point of maximum production, but it does not provide as large an over-all return as A. In comparison, the grade C land lacks capacity to absorb many variable inputs and to provide a significant return.

The production functions shown in Figure 1 illustrate the physical response of three different grades of land to combination with successive units of variable input. But they leave many questions of economic significance unanswered. They do not show the gross or net value of the production associated with each tract, nor do they indicate the number of variable inputs it would be most profitable to use.

Additional calculations are needed to provide this information. A first step calls for assigning a dollar value to the production figures used in Figure 1. If one assumes a uniform price per unit of product, the total value products can be depicted with curves of the same general shape as those used in Figure 1. Next, it is necessary to make some calculations regarding the cost of the variable inputs. If it is assumed that a succession of inputs can be provided at the same cost per unit, the total factor cost associated with successive numbers of variable inputs can be depicted with diagonal lines as in Figure 2.

The two sets of curves in Figure 2 show the relationship between the total costs and returns associated with the combination of fixed quantities of the grade A and C lands with successive inputs of the variable factor. The optimum point in production — the point of economic diminishing returns — in both examples comes at the point of greatest spread between the total value product (TVP) and total factor cost (TFC) curves.

This point of maximum spread can be calculated visually either through the use of diagrams or examination of tabular data which can give dollar value figures for the points on each curve. But working with totals is an awkward way of handling the problem. Economists have found that the points of greatest spread always correspond with the points at which the value of the production associated with the last successive or marginal variable input just equals its cost. Accordingly, the most profitable point in production comes at the point at which the marginal factor cost (MFC) equals the declining marginal value product (MVP).

Figure 3 illustrates the general relationship between the concepts of total value product and total factor cost and marginal value product and marginal factor cost. It also illustrates the concepts of average value product and average factor cost. With these concepts, it is important to remember that total value product is calculated in terms of the value of all production and total factor cost in terms of the costs of all the variable inputs used with the fixed land factor. Marginal value product is the value of the production associated with the use of each last successive input and marginal factor cost measures the cost of each last input. Average value product represents the value of the average amount of production associated with any given number of variable inputs and average factor cost the average cost of any given number of variable inputs. The assumption of a uniform price per variable input in Figure 3 makes the average and marginal factor costs the same in this example.

Two significant relationships can be observed in Figure 3. The point of total diminishing returns — the highest point on the total value product curve — always corresponds with the point at which the marginal value product curve intersects the base axis and becomes zero. Use of additional inputs beyond this point brings a negative return and obviously would not be considered by a rational operator.

The point of highest net return — the point of maximum spread between value of total production (TVP) and total factor costs (TFC) always corresponds with the point at which marginal factor costs equals the marginal value product ( $MFC = MVP$ ). This is the optimum point in the production process. More physical production can be secured by using additional inputs beyond this point but the cost of the additional production exceeds its value and thus is not economically practicable.

The total net return due to the land factor for its use in the production process illustrated in Figure 3 can be calculated in two different ways. One could compute the total value product and total factor costs at the point at which  $MFC = MVP$  and subtract total factor costs from total value product to get the surplus which goes as an economic return to the fixed land factor for its use in the production process. As an alternative, one can use the procedure shown graphically in Figure 4 to determine the difference between the average value product and average factor cost at the point at which  $MFC$  equals  $MVP$  and multiply this amount by the number of variable inputs used to get the return due to the land factor.

Use of this approach makes it possible to show the total value product as the large rectangle  $ACDF$  in Figure 4. The cost of production represented by the cumulative cost of the successive variable inputs is represented by the lower rectangle  $BCDE$ . The surplus above this cost represented by the shaded rectangle  $ABEF$  is the net return which can be credited to the fixed land factor for its use in the production process.

The diagram shown in Figure 4 represents only one grade and one use of land. Diagrams such as those presented in Figure 5 can be used to show differences in return to the land factor when we deal with several grades of land put to the same use or with lands of comparable grade which have different cost situations because of location and transportation cost differences with respect to markets.

The surplus of return above costs represented by the shaded upper rectangles in Figures 4 and 5 provide a measure of the productivity of land in the production process and of the share of total production which in theory at least should go as a return to the fixed land factor. This concept has major significance in the workings of the marketplace and in our numerous decisions regarding the valuation and use of land resources.

Before we turn to a discussion of the key role that the concept of productivity plays in land use decisions, a few comments are in order concerning the value of productivity models such as those presented in Figures 2 through 5. In an effort to simplify the analysis, emphasis has been placed in these models on a single type of variable input. Perhaps it is best to think in terms of a composite-type unit which involves elements of capital, labor, and management. The assumptions regarding factor costs thus include fair returns of interest to capital, wages to labor, and profits to management.

Under real life conditions, many different variable inputs are combined with the land factor in production, and the factor proportioning problem is sufficiently complex that most successful operators depend more upon a feel for the situation than upon precise mathematical calculations of the points at which  $MFC = MVP$ .

It may also be observed that the models used here are static in nature. They assume knowledge and foresight concerning what the production situation is and will be. Some real life operators have more knowledge of their production relationships than others. But all operate in a dynamic world where conditions may change and where necessary information for calculation



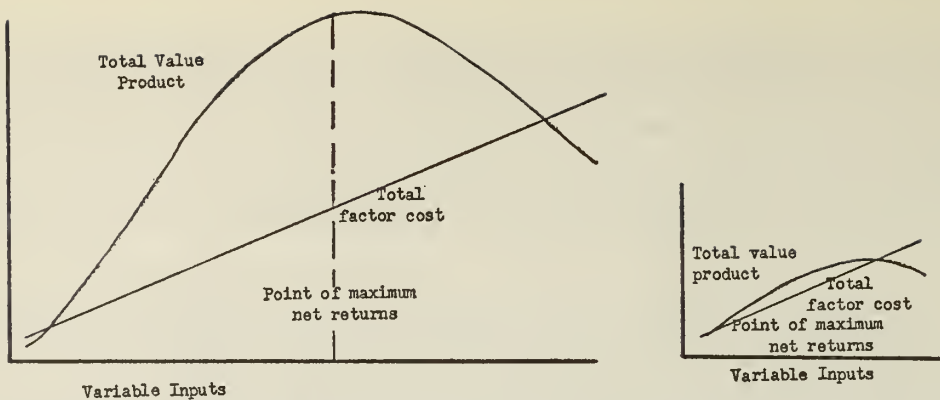


Figure 2. Comparison of Values of Total Production and Amounts of Total Factor Costs Associated with Use of Increasing Numbers of Variable Inputs on Fixed Quantities of Two Different Grades of Land

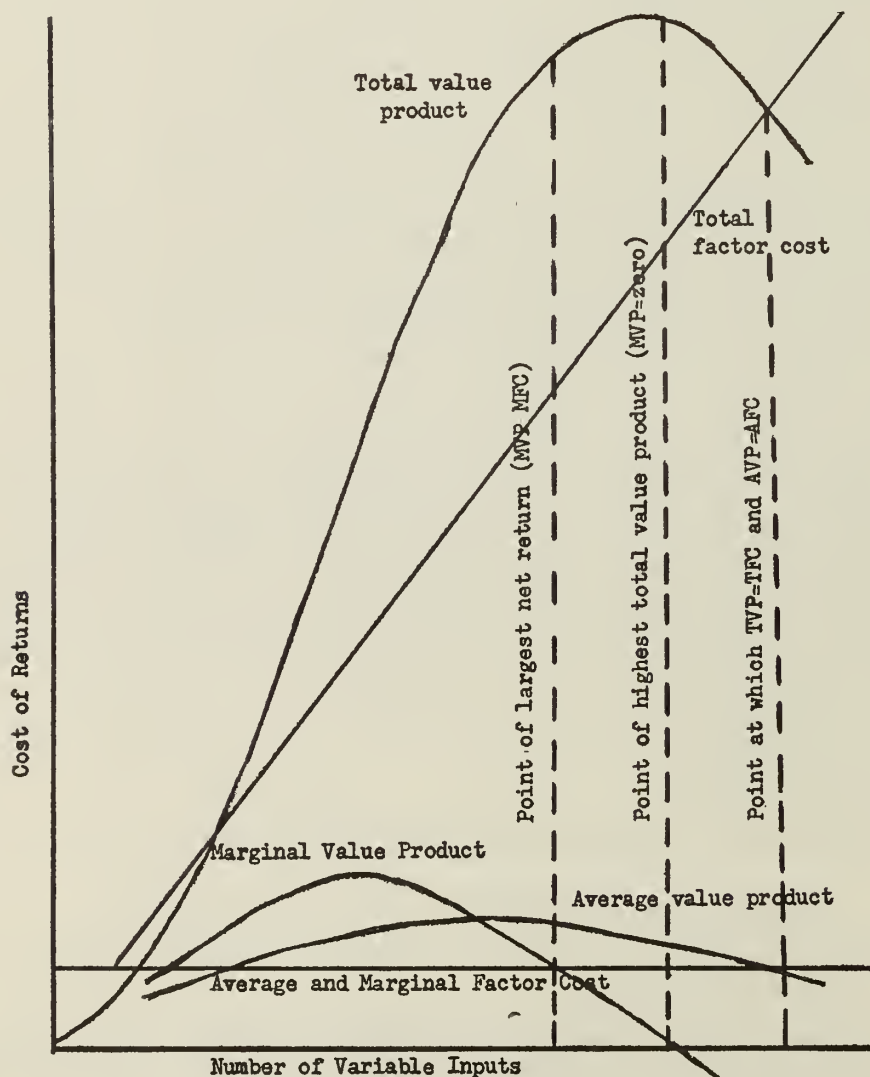


Figure 3. Illustration of Concept of Diminishing Returns Showing the Interrelation of the Concepts of Total Value Product and Total Factor Costs with Those of Average Value Product, Average Factor Cost, Marginal Value Product, and Marginal Factor Cost

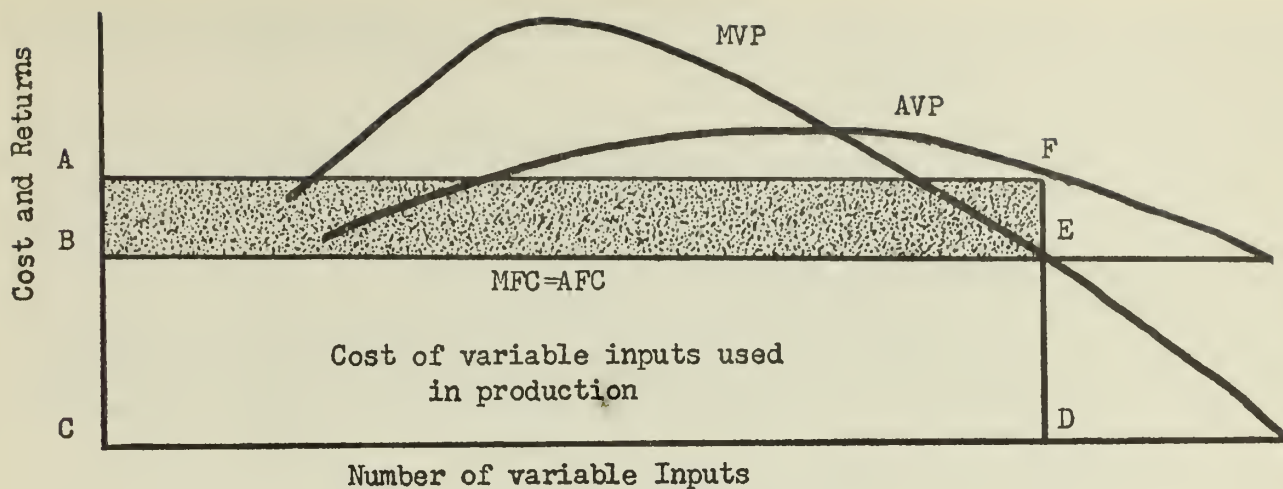


Figure 4. Illustration of Use of Value Product and Factor Cost Curves to Determine the Amount of Return Due to the Land Factor for Its Use in Production

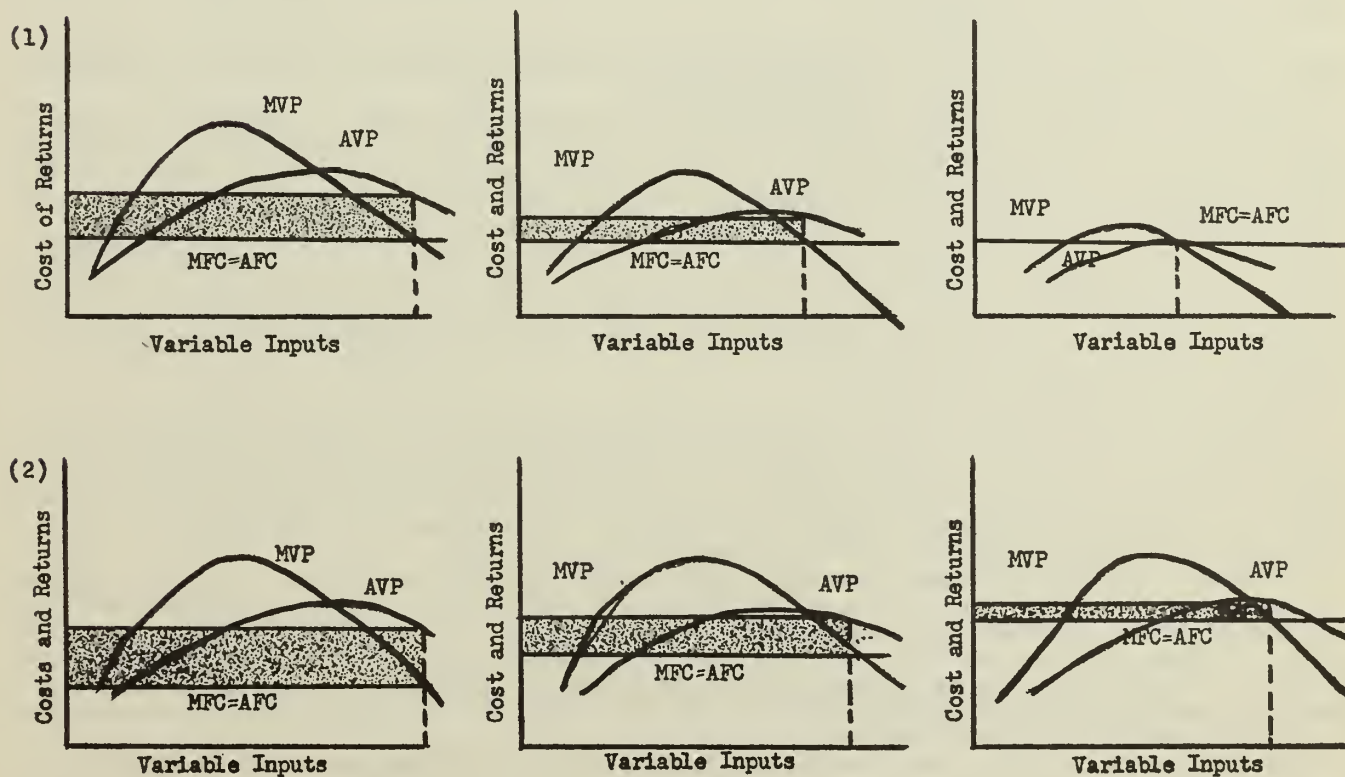


Figure 5. Illustration of Use of Value Product and Factor Cost Curves to Indicate Differences in Economic Returns to the Land Factor Associated with (1) Different Grades of Land Put to the Same Use, and (2) Comparable Grades of Land Used Under Different Factor Cost Conditions



of the precise point at which  $MFC = MVP$  often is not available until after the production process is completed. Under these conditions the attempt to make  $MFC = MVP$  must be viewed more as an operations target that the businessman aims at than as a point that he can consistently hit. Maximization of net returns is a realistic goal in business, but attainment of this goal is somewhat more difficult than our simplified model at first suggests.

Another problem in our analysis involves the treatment of extra-market values. Economics is concerned for the most part with values determined in the marketplace. We talk of businessmen trying to maximize their economic returns as though they spent 24 hours a day trying to add to their dollar assets. In practice, businessmen do try to maximize their dollar returns but they are also interested in other types of satisfactions. They give time to civic and religious activities; some have been known to spend time at the beach, playing golf, or going fishing when they could have made more money at the office. The problem of non-monetary values, or values which are hard to measure in a monetary sense, also comes up when we try to evaluate things such as outdoor recreation, enjoyment of scenery, and the joys of rural and suburban living.

There is no wholly acceptable way for treating intangibles and extra-market values in economic analysis. As we talk about land productivity, however, it is well to remember that the net returns associated with the land factor in production often involve a combination of monetary returns and other satisfactions. Land owners may retain their properties in low value uses and refuse to sell even at attractive prices if they secure particular satisfactions from the present use of their holdings. In similar fashion, lands acquired for public purposes often become associated with special interests and satisfactions and thereafter frequently fail to respond to marketplace pressures.

## SIGNIFICANCE OF LAND PRODUCTIVITY IN LAND USE DECISIONS

Let us turn now to a brief discussion of the key role land productivity plays in land use decisions. One of the first applications of the concept of land productivity is found in its relationship to operator decisions regarding intensity of land use. With any given use, an operator can always use land at varying degrees of intensity. Maximization of returns and satisfactions, however, always calls for application of variable inputs to the intensive margin or to the point at which  $MFC = MVP$ . Optimum intensity of use involves considerations of input-output responses, value of the product, and cost of the variable inputs. An increase in product prices would raise the level of the value product curves in Figure 5 and encourage more intensive land use through the application of additional inputs. A reduction in variable input costs could have the same effect. Lower product prices or higher factor costs, on the other hand, could have the reverse effect.

The number of inputs that can be used to advantage with any given use varies with the quality and location of the land. If one thinks of the economic returns to land associated with a continuum of land areas of decreasing quality, all being used at their intensive margins for the same use, it is logical to think of an economic rent triangle as in Figure 6. Instead of being pictured as rectangles as in Figure 5, the economic returns due to the three grades of land are now identified with the distance between the hypotenuse and base lines of the triangle. The productivity of area A, for example, represents a longer expanse and accordingly a larger economic return than that of B and C.

The rent triangle in Figure 6 applies to a single use of land. Similar triangles can be drawn to depict the productivity of land areas in a variety of alternative uses. When rent triangles of this order are brought together as in Figure 7, it is possible to use them to explain the allocation of land areas between alternative uses.

With Figure 7, for example, triangle A can be taken to represent the relative productivities of a continuum of land areas for commercial business uses. It will be noted that some sites have a high productive potential for this use while a major portion of the land area cannot be used to advantage for this purpose. Triangle B represents productivity for housing. More land can be used for this purpose than for A but the lands with the highest productive potential for housing have still higher potentials for use for central business district uses. Triangles C and D represent the production potentials of land for farming and for forestry.

When one analyzes Figure 7, it is obvious that the sites of highest productive potential can be used for many alternative purposes. The prime locations in our central business districts are generally used as building sites for offices and commercial structures. But they could also be used to advantage as sites for residential developments, for farms, and even for forests. In the land use allocation process, land tends to shift to the use or uses for which it has the greatest productivity. In Figure 7 the more productive lands find their highest and best use in A to point ab, at which point they have their most profitable use in B until point bc, and so on through uses C and D.

It is always possible to identify lands which have not shifted to higher and better uses with the precision suggested by Figure 7. Slums and blighted areas, for example, probably should shift (at least from an esthetic point of view) into commercial or multi-family residential uses. The fact that an emerging market for a new use is expected but has not yet arrived often explains their continued existence with minimal expenditures on repairs and renovations. Other factors such as unwise investments, desire to liquidate past investments in improvements, costs of shifting to new uses, and personal satisfactions with existing uses also explain the failure of many properties to shift to their highest and best uses.

Knowledge of the actual and potential productivity of land also has a significant impact on land valuation, development, and investment decisions. Landlords and tenants can and should use a concept of land productivity as a guideline in their rental bargaining negotiations. Landlords who know the approximate productivity or annual economic returns of their properties will view this value figure as the minimum return they should receive from the leasing of their properties. Tenants with comparable knowledge would treat this figure as the maximum they could afford to pay as rent for the use of the landlord's resources. If landlords and tenants could both possess this knowledge, contract rental rates could be expected to correspond with the theoretical economic returns that are attributable to land resources.

Real estate appraisers and buyers and sellers of landed property also have compelling reasons for being interested in the present and probable future productivities of properties. With the basic capitalization formula  $V = a/r$ , it is assumed that the value of a property equals the average annual net return to the land resource factor divided by the capitalization rate. To use an example, a tract of rural land which promises to provide an average net return of \$2,000 a year to the land factor would have a market value of \$40,000 if capitalized at five percent.

The capitalization approach used in property appraisal and valuation clearly indicates the importance of the impact of land productivity on property values. This relationship is just what it should be. It is our expectations regarding the present and future productivity of land resources that gives land value and that makes the ownership of land resources desirable.

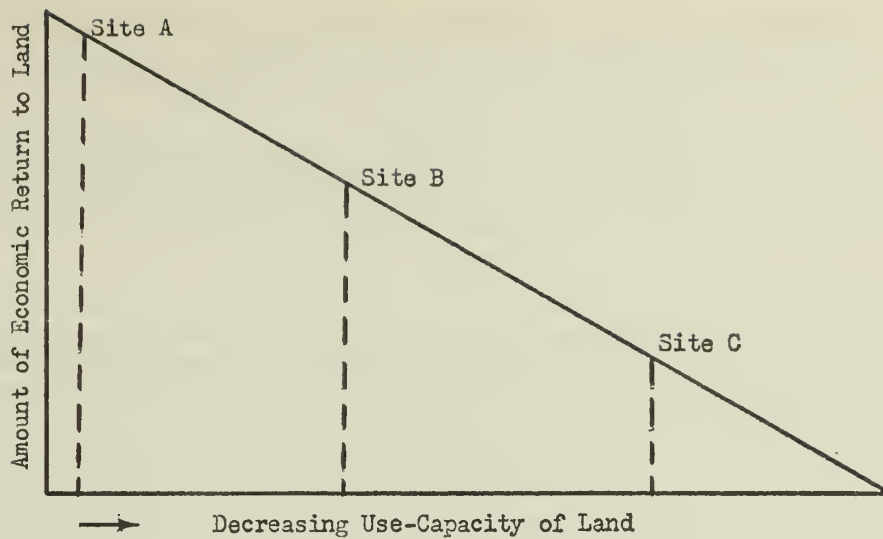


Figure 6. Use of an Economic Rent Triangle to Illustrate Decreasing Amounts of Economic Return to the Land Factor Associated with Lands of Decreasing Use-Capacity

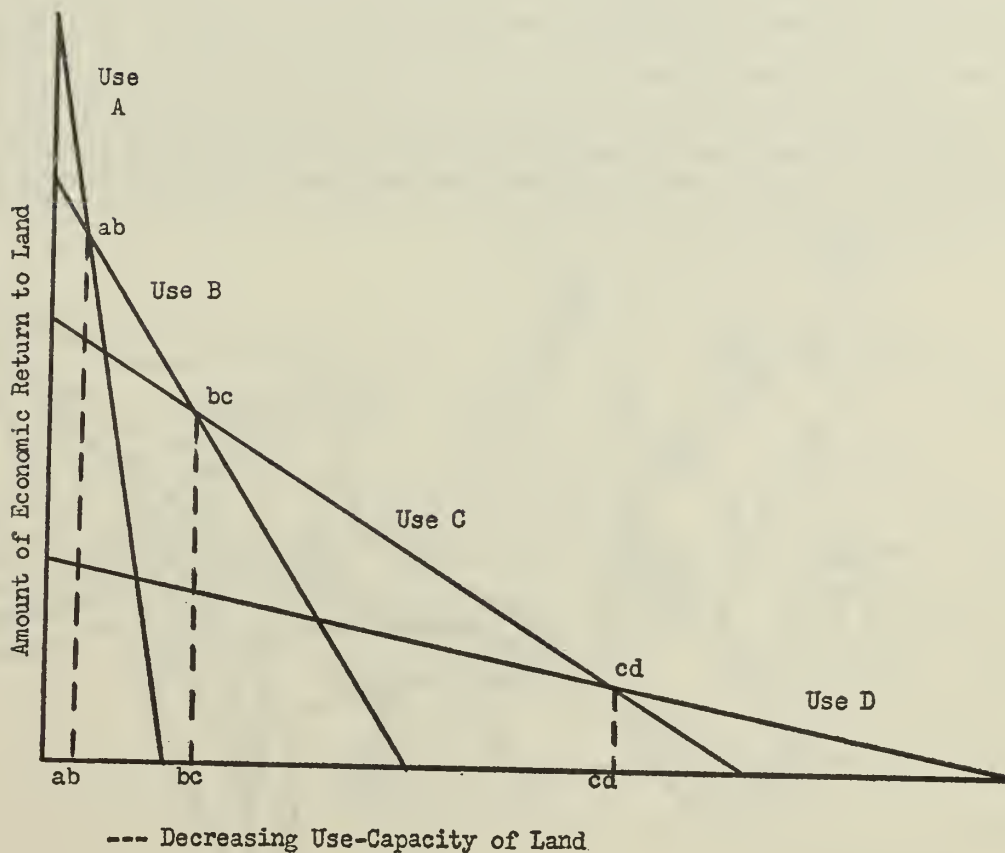


Figure 7. Use of Overlapping Rent Triangles Depicting Different Uses of Land to Illustrate the Role that Land Productivity Plays in Allocating Land Areas and Sites Between Competing Uses



Land developers and potential investors in land resource developments also consider the productivity aspect. Before an operator starts a land development, it is wise for him to anticipate his potential costs and returns. His returns may be measured entirely in rental receipts or they may involve heavy emphasis on personal satisfactions — satisfactions such as those we associate with particular features in our homes, in recreational properties, or perhaps even in a flower garden — but in any case, he can not be expected to proceed with a development unless his calculation of the expected returns and satisfactions exceeds estimated costs.

Developers and investors are concerned with the returns expected of a property over considerable time periods. They seek real productivity not just in one year or a few years but over the life of the investment. Promise of high returns to the land, capital, and management factors frequently attracts risk capital and encourages new developments and the purchase of existing developments. Prospects for low levels of productivity are often bypassed until conditions change.

## PRODUCTIVITY AND LAND USE PATTERNS

Emphasis has been given in the above discussion to the measurement of land productivity and to the important role this concept plays in land use and land valuation decisions. It has been seen that the marginal productivity approach provides a measure of the productivity of land and that this concept provides the key to many of our most significant decisions regarding the use, allocation, valuation, and development of land resources.

Land productivity guides us in our land use decisions. But does this concept give us the right kind of guidance? Have the dictates of the marketplace provided us with desirable land use patterns in the past and can anything different be expected in the future?

Analysis of the changing land use situation in the United States clearly shows that our profit-maximization approach has not always resulted in completely desirable land use patterns. This is particularly apparent when we look at the land use structure of our cities and the surrounding countryside. Several conditioning factors have helped shape the land use patterns found in these areas. Concentrations of population have provided the 100 percent spots, and our continuums in land use have ordinarily worked outward from these centers. But simple concentric circle designs such as that in Figure 8-A are inadequate to describe the patterns of land use found in and around our cities and across the countryside.

A simple concentric circle model has meaning when one reasons, as Von Thunen did, in terms of an isolated economy with a single central city, all the people living in the city, homogeneous soils and climate, and primitive transportation facilities. As soon as one relaxes these assumptions to provide for the location of railroads, canals, highways, and major arterial streets, a case develops for star-shaped models such as in Figure 8-B.

For the most part, land use patterns in and around our cities tend to follow some version of the star-shaped designs. But modifications are frequent. Oceans, lakes, and international boundaries have caused cities such as Boston, Chicago and Detroit to develop fan-shaped patterns. Moreover, the outward growth of metropolitan areas has brought the overlapping of hinterland use zones and the frequent engulfing of satellite cities.

At the same time, a number of factors involving economies of urban scale have favored decentralization of many functions performed by central business districts in our larger cities and have contributed to the rise of multi-nuclei patterns of development. Technological improvements such as the modern automobile, limited access expressways, and the substitution of electric power for the old-time waterwheel have freed both workers and industries from the tyranny of site that once bound them to particular locations. Broader horizons in accessibility have prompted the migration of millions of urban-oriented families to suburbs and rural environments. Shopping centers and industries have followed.

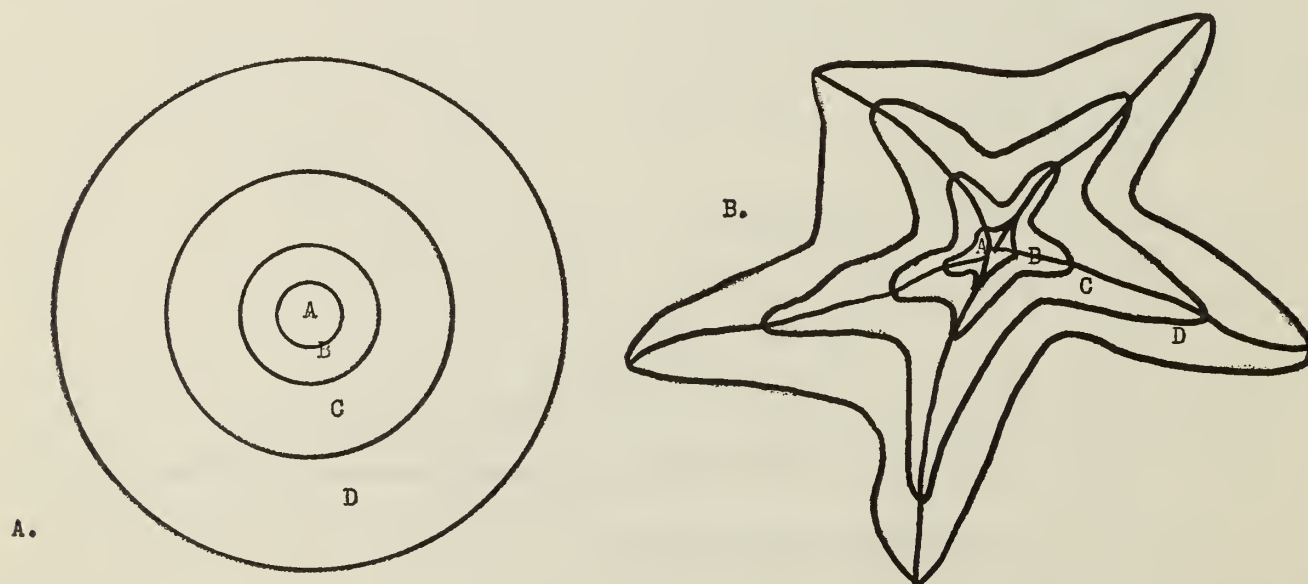


Figure 8. Use of Concentric Circle and Star-Shaped Designs to Illustrate Major Types of Land Use Zones Found Around Central 100 Percent-Use Sites

The suburbanization movement has been fed largely by the development of better automobiles and more and better highways. Certainly more land has shifted into urban uses with the automobile than would have been the case without it. Other factors, however, such as the spread of slums, our difficulties in coping with the problem of expanding blight, the desire of many families for more space in and around their homes, and changing attitudes regarding the function of cities also have contributed to our suburbanization problem.

Urban encroachment on rural land has become a leading land use problem in all of our more populated states. It is a problem from the standpoint of urban residents because more land is needed to provide residential, commercial, and industrial sites for our rapidly growing urban populations. It poses problems for land developers because the orderly and efficient shifting of rural lands to urban-oriented uses is complicated by speculative activities, undesirable use practices, and conflicting personal goals. It creates problems for rural residents in disrupting long established production and marketing relationships and in introducing new demands for services which normally lead to higher taxes and pressures for land sales.

Urban encroachments also create problems for cities, local governments, and society at large. The exodus of large numbers of moderate and higher income families to the suburbs has hurt the image of central cities and deprived them of both purchasing power and tax base. Meanwhile, the central cities have often been expected to provide continued employment and cultural opportunities for their residents and exurbanites alike. Local governments with newly suburbanized developments often have new demands for services thrust upon them — a situation that undermines the competitive position of older land uses in the community and a type of demand that frequently could be better administered by metropolitan than local authorities.

Meanwhile, scattered suburban developments have sprung up at many points beyond the traditional boundaries of our organized urban areas. When the areas preempted for new urban-oriented uses are characterized as a suburban zone as in Figure 9, it becomes obvious that far more land is available for the new uses in this zone than the demand situation requires. Large areas are thrown into a state of flux, but only a relatively small portion of the area is actually shifted. Many of the developments also are spotty in nature, a situation that complicates the provision of utilities and public services.

Thoughts of orderly tract-on-tract development are ignored as subdividers and speculators move out beyond the areas actually needed to satisfy total demand. Lands which in many cases should be reserved for permanent agricultural use often become prime sites for suburban development because they provide the roads, utilities, and public services the suburbanite wants. Rural areas are subjected to urban influences years before there is any real need for shifting them to this use, and worst of all, large areas of rural land are idled because their owners anticipate a still unripened demand for some higher use.

The complicating impact of the suburbanization movement on rural land use can easily be overemphasized. By way of summary, however, it may be noted that few people will defend the developments of the post-World War II period as an orderly and efficient use of our resources. We have numerous attractive and well planned areas, but we also have sizeable numbers of haphazard developments — “slurbs”, as some people call them — potential slums of tomorrow. We have succeeded in idling between two and four acres in many areas for every acre that has actually shifted to urban use. In more cases than not, we also have ignored our opportunity to preserve desired open spaces and to dedicate sufficient areas for park and recreational uses while the land is still available and relatively inexpensive.

But what, you may ask, is the relationship between the suburbanization problem and land productivity: The relationship is simple and direct. Much of the problem we face with rural land use in an urban environment is an outgrowth of our marketplace economics approach. Most of our buyers and sellers and land owners are trying to maximize their economic returns and other

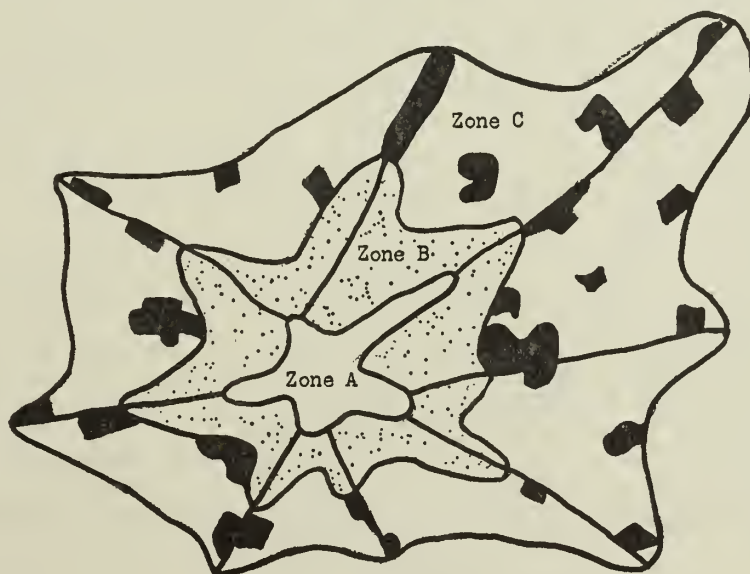


Figure 9. Illustration of the Spotty Nature of the Suburban Developments Found in Typical Rural Areas Shifting to Urban Uses (Zone C) Around Many Cities



satisfactions. Dramatic decisions involving pronounced shifts in land use are often made as they think in terms of the probable future productivities of their sites and as they bid up the values of those areas that lie within the lengthening shadow of expected urban growth.

It is not my intent to castigate our economic system. Free markets with unregimented buyers and sellers have much to be said in their favor. But there is something wrong with this system as it applies to land use in the rural-urban fringe. Maladjustments in land use seldom work themselves out as fast as most imbalances in the market. Moreover, individual decisions concerning land are often affected with the public interest because they tend to commit the use of not only the land immediately affected but also of the lands around them.

The fault lies not in the theory of land productivity but rather with the average operator's lack of knowledge concerning the activities of others and with his tendency to maximize individual returns at the expense of the over-all benefits available to the community. Our theoretical model has assumed perfect competition with each operator having knowledge of the demand situation and the activities of others. It has assumed operators who act in the common interest because such action maximizes the returns of all operators.

This same goal can be achieved, at least to some extent, along the rural-urban fringe. The common interests of land developers, urban and rural residents, cities, local governments, and society-at-large can be advanced to a far greater extent than at present. Planning measures can be used quite effectively to coordinate the provision of additional lands for urban uses, to ensure orderly and efficient shifting and use of land areas, and to better provide us with what we want of land. This coordination of effort and this "pulling together" is not always easy to attain in our society. It calls for limitations on the activities of some individuals and would definitely limit the opportunities of speculators and others who see prospects for striking private bonanzas. In total, however, planning measures can be used to advantage to advance the over-all interests of most of the parties affected by land use changes around our cities.

Planning can provide us with much needed tools and answers. But whether it will or not is quite another matter. It would be a rare individual who could plan for the needs and wants with respect to land of all the people in any given community.

At best, planners must concern themselves with the over-all interests of communities, and they must always think in terms of dynamic changing conditions. A master plan of 20 years ago would appear quite out of place in most of our suburbanization-troubled communities today. Population pressures, general prosperity, a housing boom, millions of new automobiles, and highway improvement programs have prompted land use changes not anticipated in the early 1940's. Similar changes must be expected in the years ahead. Effective land use planning calls for a continuing process of adjustment to new pressures and new situations.

Throughout the land planning process, emphasis should always be given to the basic relationship between the current and expected future productivity of land resources and the effects these expectations have upon decisions concerning the use of land. Diagrams such as that presented in Figure 10 can be used to illustrate the relationship between this concept and the present problem in many urban-influenced rural areas.

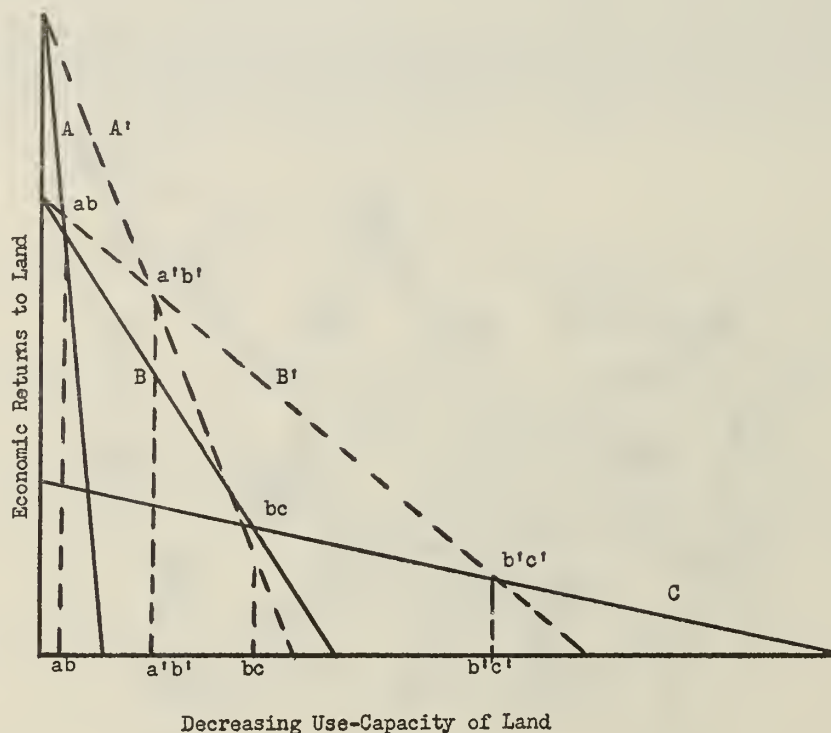


Figure 10. Illustration of the Effects the New Technological Developments that Permit an Outward Shift of the Areas that Can Be Used to Advantage for Uses Such as A and B Can Have Upon Margins of Transference Between Uses and in Contributing to Unsettled Land Use Conditions in the Areas Affected

Figure 10 starts with a series of overlapping rent triangles such as were used in Figure 7. It is then assumed that automobile and highway improvements change the shape of the triangles for the central business district and residential uses as with uses A and B, respectively. With the conditions that existed some time in the past, the margin of transference from the B to the C uses would have come at point bc. With improvements in accessibility, the hypotenuse and base of the B triangle have been extended outward and the new transference point between the B and C uses (the point at which land logically can or should move out of farming or some other rural use to suburban residential use) comes at point b'c'.

The shift of transference points from bc to b'c' may be associated with relatively small increases in the total areas needed for the A and B uses. Yet the change in accessibility makes a far larger acreage available for these uses. In the theoretical model, this situation prompts both considerable shifting of land uses and numerous price changes until a new equilibrium is reached.

Broadening the rent triangles for uses A and B is just another way of explaining what has happened with the outward movement of shopping centers and residential developments in recent years. Far more land has become available for these uses than society needs. (See Figure 9). Numerous owners of land between points bc and b'c' would like to benefit from the sale or development of their properties for some more remunerative or more productive use. But only a fraction of the newly available lands can shift to advantage.

Eventually, if we did not operate in a dynamic changing economy, the situation would settle down and adjustments in the prices associated with land and the value of its products would dictate an outer boundary for each land use zone. But easy answers of this order can hardly be hoped for in our changing economy. Instead of a settling down period, we must look forward to additional developments that may well open most of our rural areas to the prospect of urban-oriented uses. Incongruous land use situations, inefficient and undesired situations, and decisions that can blight as well as improve conditions in local communities can be expected if deliberate action is not taken to plan for a better future.

### CRITERIA FOR SECURING DESIRABLE LAND USE PATTERNS

What do we want of land? We have made sufficient progress in our society that we no longer find it necessary to give primary consideration to our needs for support, sustenance, and local security. Our wants and needs for these products of land can be secured without major changes in policy. Major emphasis, however, can and should be given to the satisfactions we associate with the use of land resources.

Over-all, a first problem in securing desirable land use patterns and practices centers in the determination of our goals in land use. Specific goals must be established to give direction to planning efforts. All of us have ideas as to what we want in land use, but the goals decided upon must often represent compromises between conflicting extremes in individual and private goals.

There is no established formula or infallible rule we can use to determine what is desirable. What appears highly desirable to one person may be quite undesirable to another; goals that are generally endorsed in 1963 may appear antiquated and ill-advised in 1983. The best approach we can use calls for the use of reasonable judgment. We can arbitrarily decide that a given pattern of land use is reasonable and desirable in terms of our present needs, wants, and resources, but in every case we must be willing to adjust our goals to fit the changing needs of the future.

A few general guidelines or criteria can be suggested for use in the determination of what we want in land use. One of the first questions leaders in rural and suburban communities should ask themselves concerns the *nature of the growth and development* they want. Should the community plan for economic growth, the attraction of industries, additional jobs, and increasing urbanization or should it aim for some lower level of development or perhaps even for keeping the community as it is?

Much of the emphasis in our Area Redevelopment and Rural Areas Development programs these days is oriented in the direction of planning for economic growth and for new employment opportunities. This is a worthy goal and progress must be made along this line if we are to care for our on-coming population. But it is not necessary for every community to plan for growth. The prospects are high that many communities will experience little growth, and some could well plan for a pleasant but stable future.

A second guideline calls for decisions on the *preservation of open spaces and rural amenities*. Many of us can get quite nostalgic when we think of rural features we once knew and enjoyed which are fast disappearing. James Lee pinpointed this problem when he wrote:<sup>6</sup>

"Many of us who are comparatively young have real difficulty recognizing familiar places of our childhood. The fields, the woods, and the brooks, for instance, have often disappeared.

"I was a very fortunate child. I grew up in a pleasant New England town in the nineteen-thirties while many remnants of the last century still lingered. Most of those remnants have gone now and so have my fields, my woods, my brook. And so have the steam locomotives, the trolley cars, the great textile mills I used to visit with my father, and the drawbridge over the Cape Cod Canal with musical wooden planking that we crossed on summer weekends. The automobile was an influential part of my childhood also but, unlike the other, it hasn't gone. It is more prominent than ever. . . . Its potency in transforming the landscape is at present unequalled by anything else."

Much emphasis is now placed on the need for developing park and recreation areas and for preserving open spaces. This movement is prompted in part by the growing size of our metropolitan centers and the distance that now separates large segments of our population from opportunities to experience and commune with nature. My own views on this subject are prejudiced by a rural background and memories of numerous experiences that brought me close to the land.

Our emphasis on the need for opportunities for outdoor recreation and for the preservation of open spaces stems in large measure from similar individual memories. It is hard to say whether these feelings of need will continue. There will certainly be many more people around one and two generations hence, and they will be more accustomed to the conditions of a crowded world because in many cases they will know of nothing else. Until our value systems change, however, strong arguments can be marshalled for preserving large tracts of open space and what rural amenities we can for enjoyment by future generations.

A third criterion local planners should keep in mind involves *access to urban and public services*. Many rural areas located in an urban environment now have land use problems because they are readily accessible to urban centers. Limited access highways

<sup>6</sup>James E. Lee, "Zoning and the Paradise Lost", *Land Economics*, vol. 36, p. 297, August 1960.



will probably bring greater accessibility in the future unless plans are developed to keep certain areas semi-isolated. Most communities, particularly those that want economic growth, welcome transportation improvements and the development of access points and roads that cater to their needs.

Along with the factor of accessibility to urban centers, consideration should be given to needed developments in the provision of access to utilities and services. Sometimes these services can best be provided locally. There are numerous instances, however, in which metropolitan authorities and joint action arrangements involving several units of government can be used to advantage to provide water, sewerage disposal, parks, community colleges, and other desired public services.

Two other guidelines call for decisions designed to *minimize incompatible and undesired land uses* and to *enhance property values and satisfactions from land use*. Considerations of this nature are closely tied to what we want of land. Most of us want to live in areas free of incompatible uses; we want to protect our properties from the blighting influences of undesired new uses; we want to have the properties around us maintained at a high level; and we hope that the aspects of our communities and local environments that give us pleasure and satisfaction can be maintained and even improved.

Maintenance and improvement of the aspects of our rural and suburban communities that make life desirable and pleasant poses more problems than can be answered here. Life never stands still in these areas. Changes are bound to come with new developments, new owners, and with individual actions in maintaining and conserving existing resources. Attainment of what we want of land calls for the coordinated action of private owners and public agencies, and this can be secured only through mutual planning for the future.

## CHAPTER VII

### *Legislation for Open Space*

*"By natural law itself these things are the common property of all: air, running water, the sea, and waves at the shores of the sea."*

*Justine, 533 A. D.*

#### MASSACHUSETTS PONDS

The above passage is a summation of the expression which appeared in the Justinian digest, and carried into Common Law, is the basis of many facets of legal order in the New England states and the Nation today. This expression lends significance to the rights of open space properties and thus, subsequent use of ponds in Massachusetts, New Hampshire, and Maine by private and public agencies. Notwithstanding the fourteen centuries since 533 A. D., it is difficult to find another way of crowding more subjects of present concern for leisure than into this single thought. The opinion of court cases cite many authorities who maintain that a right to a stream or pond is sacred and not even the state can divert without compensation. In clear cut terminology, Mr. Justice Knowlton has stated, "The state has no better right to divert water from the river by draining it out of the pond, than by draining it from the river, for the river and ponds are parts of a natural water-way through which the water passes from its source to the sea. Together, they constitute a single system of natural features of the country, the preservation of whose form and identity is essential to the enjoyment of all the property bordering upon the waters."<sup>1</sup>

Open space properties utilized for non-profit camping purposes within the boundaries of Maine, New Hampshire, and Massachusetts are endowed with a wealth of ponds and streams. The Great Ponds Act of Massachusetts is still in effect in Maine and no other legislation has ever been enacted in this regard.

According to law, all bodies of water of ten acres or more in size are "Great Ponds." There is a limited list of these available for Massachusetts but New Hampshire indicates no answer and Maine states, ". . . It would be almost impossible to compile as there are so many."<sup>2</sup>

These features offer unlimited realization for program enjoyment and informal education. Ofttimes untapped program resources are only explored on a limited basis by many operators and their adjacent waterways are not effectively utilized or maintained. Massachusetts has over 1100 ponds within its boundaries.

One of the earliest legal enactments of the Bay Colony of Massachusetts was the preservation of the Body of Liberties in 1641 which surrounded the Great Ponds and their use.

#### *THE BAY COLONY OF MASSACHUSETTS BODY OF LIBERTIES LIBERTIES COMMON<sup>3</sup> 1641*

*It is ordered by this Court, decreed and declared; 2. Everie Inhabitant who is an hous-holder shall have free fishing and fowling, in any great Ponds, Bayes, Coves and Rivers so far as the Sea ebs and flows, within the precincts of the town where they dwell, unless the Free-Men of the same town, or the General Court have otherwise appropriated them. Provided that no town shall appropriate to any particular person or persons, any great Pond containing more than ten acres of land: and that no man shall come upon anothers propertie without their leave otherwise then as heerafter expressed; the which clearly to determin, it is declared that in all creeks, coves, and other places, about and upon salt water where the Sea ebs and flows, the Proprietor of the land adjoining shall have propertie to the low water mark where the Sea doth not ebb above a hundred rods, and not more wheresoever it ebs farther. Provided that such Proprietor shall not by this libertie have power to stop or hinder the passage of boats or other vessels in, or through any sea creeks, or coves to other mens houses or lands. And for great Ponds lying in common though within the bounds of some town, it shall be free for any man to fish and fowl there, and may passe and repasse on foot through any mans propertie for that end, so they trespasse not upon any mans corn or meadow. (1641-1647)*

Subsequently, the General Court of the Commonwealth has defined Great Ponds as:<sup>4</sup>

"The provision of this chapter relative to great ponds shall apply only to ponds containing in their natural state more than ten acres of land, and shall be subject to any rights in such ponds which have been granted by the Commonwealth."

It has been said inadvertently, referring to Massachusetts Statute, 1869, Chapter 384 that "by the present laws great ponds are defined to be ponds by the area in more than twenty acres," and a similar statement was made in *Harvard Law Review*, Volume 2 (197-198). Attention was called to the fact by one of the editors of the *Review* that Massachusetts Statute, 1869, Chapter 384 did not change the limit of what should be deemed a great pond, but merely granted to the littoral of ponds between ten and twenty acres certain rights and privileges.<sup>5</sup>

<sup>1</sup>Thomas M. Stetson, *Harvard Law Review*, Volume 2, 1888-1889, p. 317. ©1889 By the Harvard Law Review Association.

<sup>2</sup>Austin H. Wilkins, Forest Commissioner, State of Maine, Augusta. "Personal letter", January 13, 1964.

<sup>3</sup>*The Colonial Laws of Massachusetts, reprinted from the Edition of 1660, Containing also, The Body of Liberties of 1641.* William H. Whitmore. Massachusetts Laws, Statutes, City Council of Boston (Rockwell and Churchill Printers), Boston, 1889. p. 50.

<sup>4</sup>*Massachusetts General Law Annotated.* Chapter 91, Section 35.

<sup>5</sup>*Harvard Law Review*, Volume 3, April 15, 1889. p. 1.



It should be noted though that the ruling of the General Court regarding access is indicated in an Opinion of the Attorney General in 1916.

"Under Chapter 91, Section 35 no right of access exists for the purpose of fishing, to Great Ponds of twenty acres or less where such ponds are entirely surrounded by land of private proprietors and there is no direct access, in any event, over cultivated land where access may be obtained and over uncultivated or enclosed land."

The earlier statutes of the Commonwealth indicated that the Great Ponds would forever be open to 'fishing and fowling' and the present Chapter 91, Section 18A indicates the petitioning powers and procedures for public access to the Great Ponds.<sup>6</sup>

*"Public Access to Great Ponds; Petition:* Upon petition of ten citizens of the Commonwealth that in their opinion public necessity requires a right of way for public access to any Great Pond within the Commonwealth, the department and the Attorney General or a representative designated by him jointly shall hold a public hearing and receive such evidence thereon as may be presented to them. The joint board may make such additional investigation as it deems desirable and if it appears to said board that such a right of way exists it shall present a petition to land court for registration of easement. If it appears that no right of way exists it shall submit a report, together with recommendation thereon, to the General Court on or before January first of the following year. This Section shall not apply to any body of water used as a source of water supply by the Commonwealth or by any town or district, or water company, nor shall it affect the right of the Commonwealth or any town or district or water company to the use and control of the water of any such pond for the purposes of water supply, nor shall it affect or diminish any existing right to the use of the water of any such pond for mercantile or manufacturing purposes."

While the Great Ponds have been designed for public use, these water areas must possess distinct characteristics to meet the stipulations for access and use by the public for recreation purposes.<sup>7</sup>

*"Great Ponds, public character; rules and regulations.* Except as otherwise provided in this Section and elsewhere in this Chapter, every Great Pond not used as a source of water supply of any town, water supply or fire district or public institution and not subjected to the provisions of Section 160 or Chapter 111 or the first sentence of Section 17 of Chapter 92, shall be public for the purpose of hunting and boating thereon and shall, notwithstanding the provisions of any special law relating to fisheries in any particular place, be open to all inhabitants of the Commonwealth for fishing purposes; provided, that any city or town in which the whole or any portion of any Great Pond not exceeding five hundred acres in extent is situated may, as to be much thereof as is located within the boundaries, make and enforce rules and regulations relative to hunting, fishing, and boating thereon. Any such rules and regulations shall, to the extent that they authorize hunting and fishing, or both, be subject to the approval of the Department of Conservation and, to the extent that they authorize any use thereof, be subject to the approval of the Department of Public Works. All persons shall be allowed reasonable means to access to such ponds for the purpose aforesaid."

All of the foregoing statutes relating to the Great Ponds of the Commonwealth of Massachusetts are legal propositions of the Ordinance of 1641 of the Bay Colony.

One of the limitations of recreation use of water bodies is the question of access. The right of the public to gain access to bodies of water, whether they be lakes, ponds, or streams, depends principally on whether the waters in question are in public, as distinguished from private, ownership. Navigable waters are considered to be public property to be used not only for navigation but for other purposes as well. These other purposes include recreation. Owners of land bordering on navigable streams have an access to the navigable portion of the water. The riparian or littoral owner enjoys right of access as a property right which is similar to the right of access of one with respect to a highway which adjoins his land. This differs from the right of access of the general public. The riparian owner may not be deprived of his right of access even by the Government, without adequate compensation.

The property rights of a riparian owner on fresh water streams extend to the middle of the stream. A distinction is made between the necessity for free and open use of a navigable stream itself and the right of approach to the public stream. A riparian owner adjacent to a public or navigable stream may refuse permission to any persons to go over his land as an approach to a river unless a public way giving access to the water has been established.

There are some peculiarities in the common law dealing with questions of the intersection of public property with a navigable stream — questions of the transfer of riparian rights by sale of land and a host of other particular situations. Of these, one of the most important concerns where a stream ends at a highway line. The public is entitled to access down the street to a navigable stream. Also, where a highway extends to the edge of a river the shorelands and lands under water may be utilized by the public passing thereon to the water's edge.

There are some states, including Maine, Massachusetts, and New Hampshire, in which the public is given a right incidental to navigation upon the banks of navigable waters, but the exercise of this rule may require compensation. The use of the shoreline of large inland navigable lakes tends to follow the same kind of rule. Members of the public do not have the right to enter and travel on that part of the shore between ordinary high water and low water. Again the use of the lake for navigation does not confer on the public the right to use the shoreline even below the high water mark. This apparently is true whether the strip is owned by the State or by a public riparian owner. There is a precedent for a riparian owner enjoining persons from trespassing between the high and low water marks.

In Massachusetts and Wisconsin cases, it was held to be whether the riparian owner or the public held title to the strip of land between the watermarks. In either case the riparian owner could exclude trespassers from using the strip for public travel.

There are some differences with regard to tidal streams. It has been held that the public has a paramount right of access to the land lying between high and low watermarks of a tidal shore. This paramount right of access would be for fishing, bathing, or other lawful purposes to which the right of passage over the beach may be incident. As for riparian owners, the court says they have a right of access across the foreshore to the water for navigation, fishing, and other rights commonly belonging to riparian owners.

There are some particular rules applying to larger boats in New England.

<sup>6</sup>Massachusetts General Law Annotated. Chapter 19, Section 18A

<sup>7</sup>Massachusetts General Law Annotated. Chapter 131, Section 34S.

BOAT LICENSING — PROS AND CONS\*

“Wherever pleasure boating comes up for discussion, there is more and more talk of compulsory licensing of boat operators.

It has seemed that people who are not experienced boatmen are more vociferous on the subject than seasoned boating enthusiasts.

One hears the argument that it is not right to permit people to operate boats without having some sort of control over them in the form of a license that could be revoked or temporarily suspended if the occasion demanded. Also heard is the theory that if a boat operator passes a licensing examination he will be a better, safer boatman.

The grim fatality figures furnished by the National Safety Council after every holiday weekend certify to the inexpressiveness of many of the operators involved. And, don’t forget, each one of them has passed a state operator examination somewhere.

Another discouraging factor concerning any license examination program is the heavy cost involved. Also, the preparation of the many various qualifying examinations that would be required is, in itself, a formidable task.

One would not expect the operator of a 14-foot outboard boat to pass the same examination that would be required of the operator of a 48-foot twin-screw cruiser or a 45-foot auxiliary yawl. Many different types of examinations would have to be created.

Examinations for boat operation on small lakes, large lakes, rivers, rivers with locks, bays and sounds, and open ocean areas would all have to be different to accomplish the purpose of qualifying the boat operator for the conditions under which he would normally be functioning. Even then, all of the variables that regularly confront a boatman could never be satisfactorily covered in such an examination.

The actual administering of these examinations to millions of American boatmen represents a gigantic challenge to governing authorities.

And we haven’t even touched on the aspect of implementing the program through policing, patrolling and checking for possession of a currently validated license by each boat operator.

Who can possibly pay for such a program?

It is obvious that the Coast Guard couldn’t administer such a system, even if the finances were available, which they aren’t. I don’t believe there is a single state government that is set up to implement such a program; and relatively county organizations have any force or department that could even begin to approach a solution to the problem.

As a matter of fact, cities, towns, and villages are facing an almost insurmountable task in just maintaining orderly, law abiding operation along their waterfronts and in their harbors.

It has been said that safety cannot be legislated, but that people can be educated to appreciate the value of safety and to conduct themselves according to its principles. The implicit truth of this statement has been borne out, year after year, by dedicated members of the boating fraternity.

The free basic seamanship course offered each year by the Coast Guard Auxiliary, the Power Squadrons, the Red Cross and other public-service organizations interested in promoting boating safety have produced an enviable record of diminishing percentages in boating accidents.

Boating fatalities, according to the official records, have shown a consistent percentage decline for the past several years. At the same time, the numbers of boats and boating participants have steadily increased. I do not believe any other sport can boast of such an excellent safety record.

In the light of this diminishing percentage of boating casualties it would seem inconsistent, at this time, to embark on any compulsory operator licensing program.

At best, it would offer no guarantee of improvement in the accident record. It could easily become a political football. And, most likely, it would cost each one of us a considerable amount of money.”

TABLE I  
 GREAT PONDS OF THE COMMONWEALTH

Definitely established as great ponds by surveys of the Department of Public Works or its predecessors, or by other information available.

<i>Name</i>	<i>BARNSTABLE COUNTY</i>	<i>City or Town</i>
Hamblins or Hamblins Pond †		Barnstable
Long Pond (at Centerville) †		Barnstable
Long Pond (at Newton) †		Barnstable
Lovells Pond †		Barnstable
Middle Pond †		Barnstable
Mystic Lake †		Barnstable
Shallow Pond †		Barnstable
Shubael Pond †		Barnstable
Wequaquet Lake		Barnstable
Flax Pond		Bourne
Queen Sewell or Bumps Pond †		Bourne
Long Pond		Brewster and Harwich
Cliff Pond †		Brewster
Flax Pond †		Brewster

\*Bliss Woodward, immediate past national Commodore of the United States Coast Guard Auxiliary, a member of the governing board of the United States Power Squadrons and Director of the American Boat and Yacht Council, “The New York Times,” January 19, 1964, p. 2M.



BARNSTABLE COUNTY — Continued

<i>Name</i>	<i>City or Town</i>
Long or Little Cliff Pond† (East of Cliff Pond).....	Brewster
Higgins Pond† (East of Long or Little Cliff Pond).....	Brewster
Lower Mill Pond†.....	Brewster
Middle Mill Pond†.....	Brewster
Pine Pond†.....	Brewster
Sam Hall or Canoe Pond†.....	Brewster
Sheep Pond†.....	Brewster
Slough Pond†.....	Brewster
Upper Mill or Walkers Pond†.....	Brewster
Goose Pond.....	Chatham
Schoolhouse Pond.....	Chatham
White Pond†.....	Chatham
Scargo Lake.....	Dennis
Ashmuet Pond†.....	Falmouth and Mashpee
Coonamesset Pond†.....	Falmouth and Mashpee
Crooked Pond†.....	Falmouth and Mashpee
Deep Pond†.....	Falmouth and Mashpee
Jenkins Pond†.....	Falmouth and Mashpee
Long Pond†.....	Falmouth and Mashpee
Mares Pond†.....	Falmouth and Mashpee
Round Pond† (East of Jenkins Pond).....	Falmouth and Mashpee
Shallow Pond†.....	Falmouth and Mashpee
*Siders Pond.....	Falmouth and Mashpee
Spectacle Pond†.....	Falmouth and Mashpee
Pleasant Pond or Hinkleys Pond†.....	Harwich
Bucks Pond.....	Harwich
Skinequit Pond†.....	Harwich
Seymours Pond or Bangs Pond†.....	Harwich and Brewster
*Pilgrim Lake.....	Orleans
John's Pond.....	Mashpee
Mashpee Pond.....	Mashpee
Wakeby Pond.....	Mashpee and Sandwich
Baker Pond.....	Orleans
Lawrence Pond.....	Sandwich
Peter's Pond.....	Sandwich
Spectacle Pond†.....	Sandwich
Triangle Pond†.....	Sandwich
*Weeks Pond.....	Sandwich
Long Pond.....	Wellfleet
Flax Pond†.....	Yarmouth
Long Pond.....	Yarmouth

DUKES COUNTY

Squibnocket Pond.....	Chilmark and Gay Head
James Pond.....	West Tisbury
Seth Pond†.....	West Tisbury
Tisbury Great Pond.....	West Tisbury

ESSEX COUNTY

Pomps Pond†.....	Andover
Fosters Pond†.....	Andover
Baldpate Pond.....	Boxford
Spoffords Pond†.....	Boxford
Stevens Pond.....	Boxford
Four Mile Pond†.....	Boxford
Chebacco Lake†.....	Essex and Hamilton
Pentucket Pond†.....	Georgetown
Niles Pond.....	Gloucester
Becks Pond†.....	Hamilton
Gravelly Pond†.....	Hamilton
Round Pond†.....	Hamilton
Forest Lake or Harris Pond or South Pond.....	Methuen
Mystic Pond†.....	Methuen
Browns Pond†.....	Peabody
Coy's Pond†.....	Wenham

# MIDDLESEX COUNTY

<i>Name</i>	<i>City or Town</i>
Spy Pond.....	Arlington
Sandy Pond.....	Ayer
Spectacle Pond.....	Ayer and Littleton
Nuttings Lake†.....	Billerica
Winning Pond†.....	Billerica
Newfield Pond or Crystal Lake.....	Chelmsford
Baptists or Hart Pond†.....	Chelmsford
Walden Pond.....	Concord
White Pond†.....	Concord
Bateman's Pond†.....	Concord
Peters Pond†.....	Dracut
Tyngs Pond or Mascepic Lake†.....	Dracut and Tyngsborough
Long Pond or Lake Passaconaway†.....	Dracut and Tyngsborough and Pelham, N. H.
Farm Pond.....	Framingham
Duck Pond.....	Groton
Forge Pond†.....	Groton, Littleton and Westford
Lake Winthrop.....	Holliston
North Pond†.....	Hopkinton and Milford (Worcester Co.)
Fort Pond.....	Littleton
Drug Pond.....	Natick
None Such Pond†.....	Natick and Weston
Little Pond†.....	Natick and Sherborn
Hammond Pond†.....	Newton
Martins Pond†.....	North Reading
Long Pond.....	Tewksbury
Round Pond†.....	Tewksbury
Quannopowitt Lake.....	Wakefield
Dudley Pond.....	Wayland
Keyes Pond.....	Westford
Silver Lake†.....	Wilmington
Wedge Pond†.....	Winchester

# NANTUCKET COUNTY

Hummock Pond.....	Nantucket
Sesachacha or Sachacha Pond†.....	Nantucket

# NORFOLK COUNTY

Beaver Pond†.....	Bellingham
Glen Echo Lake.....	Canton and Stoughton
Wigwam Pond†.....	Dedham
Uncas Pond.....	Franklin
Miramichi Lake or Shephards Pond†.....	Foxboro and Plainville
South End Pond†.....	Millis
Kingsbury Pond.....	Norfolk
Billings or Wolemoapoag Pond†.....	Sharon
Waban Lake.....	Wellesley
Buckmaster Pond.....	Westwood
Archer Lake.....	Wrentham
Lake Pearl or Whitings Pond.....	Wrentham

# PLYMOUTH COUNTY

Cooper Pond.....	Carver
Vaughan Pond†.....	Carver
Wenham Pond†.....	Carver
Island Creek Pond.....	Duxbury
Robbins Pond†.....	East Bridgewater
Indian Head Pond†.....	Hanson
Maquam Pond†.....	Hanson
Oldham Pond†.....	Hanson-Pembroke
Crossmans Pond†.....	Kingston
Muddy Pond†.....	Kingston
Smelt Pond†.....	Kingston
*Long Pond.....	Lakeville
Loon Pond.....	Lakeville



PLYMOUTH COUNTY — Continued

<i>Name</i>	<i>City or Town</i>
Furnace Pond†.....	Pembroke
Great Sandy Bottom Pond†.....	Pembroke
Little Sandy Bottom Pond†.....	Pembroke
Abner Pond.....	Plymouth
Bartlett Pond†.....	Plymouth
Billington Sea.....	Plymouth
Ellis Pond†.....	Plymouth
Fawn Pond†.....	Plymouth
Five Mile Pond.....	Plymouth
Gallows Pond.....	Plymouth
Great Herring Pond.....	Plymouth
Kings Pond†.....	Plymouth
Little Herring Pond†.....	Plymouth
Little Island Pond†.....	Plymouth
Little Sandy Pond†.....	Plymouth
*Long Pond.....	Plymouth
Marys Pond.....	Rochester and Marion
Musquashiat Pond†.....	Scituate
Blackmore Pond†.....	Wareham

WORCESTER COUNTY

Wards Pond.....	Ashburnham
Quaboag or Podunk Pond†.....	Brookfield and East Brookfield
Quacumquasit or South Pond†.....	Brookfield and East Brookfield and Sturbridge
Little Pond†.....	Bolton
West Pond†.....	Bolton
Clam Shell Pond†.....	Clinton
Manchaug Lake†.....	Douglas and Sutton
Kendall Pond†.....	Gardner
Flints Pond†.....	Grafton, Shrewsbury and Worcester
Hardwick Pond or Muddy Pond.....	Hardwick
Bare Hill Lake.....	Harvard
Lake Quinapoxet†.....	Holden and Princeton
Fort Pond.....	Lancaster
Spectacle Pond†.....	Lancaster
White Pond†.....	Lancaster
Whalom Lake or Pond†.....	Leominster and Lunenburg
Nipmuc Pond.....	Mendon
Ramshorn Pond.....	Millbury
Dorothy Pond.....	Millbury
Long Pond†.....	Rutland
*Turkey Hill Pond.....	Rutland and Paxton
Singletary Pond.....	Millbury and Sutton
Quinsigamond Lake†.....	Shrewsbury and Worcester
Alum Pond (Big)†.....	Sturbridge
Long Pond†.....	Sturbridge
Lead Mine Pond†.....	Sturbridge
Walker Pond.....	Sturbridge
See North Pond listed in Middlesex County.....	Milford and Hopkinton

The question may be asked as to whether the public which has properly gained access to navigable waters may walk along the banks of the stream. The general rule is that the public has no right to use the banks of navigable streams unless such a right has been acquired by express grants. Thus the public right to use the stream for purposes of navigation does not extend to banks of the streams that are in private ownership. Landings can be made only at public places except in emergencies.

\*Added 1963.

†Surveyed by Department of Public Works of predecessors.

TABLE II

## RIGHTS OF WAYS TO PONDS

Laid out as provided in Section 18A of Chapter 91 of the General Laws.

ISLAND CREEK POND	TOWN OF DUXBURY	County of Plymouth Chap. 186 of 1927
<i>Description of Right of Way</i>		
From Tobey Garden Hill Street in a northerly direction about 270 feet to the south end of the pond with a width of about 90 feet at the pond.		
BUCKS OR WALKERS POND	TOWN OF HARWICH	County of Barnstable Chap. 254 of 1928
<i>Description of Right of Way</i>		
From Orleans Road in a northerly direction about 770 feet with a width of 40 feet to the southerly shore of the pond.		
DUNHAM POND	TOWN OF CARVER	County of Plymouth Chap. 306 of 1931
<i>Description of Right of Way</i>		
From Tremont Street in a westerly direction about 96 feet with a width of 100 feet to the southeasterly shore of the pond.		
WHITE POND	TOWN OF CONCORD	County of Middlesex Chap. 294 of 1947 Chap. 375 of 1949 Chap. 286 of 1950
<i>Description of Right of Way</i>		
From Plainsfield Road in a general westerly direction about 700 feet with a width of 30 feet to southeasterly shore of the pond.		
LITTLE HERRING POND	TOWN OF PLYMOUTH	County of Plymouth Chap. 151 of 1953
<i>Description of Right of Way</i>		
From River Road, at the northeasterly corner of Great Herring Pond, in a general northerly direction about 3,970 feet with a width of 40 feet thence widening to about 100 feet to the westerly side of Little Herring Pond with a frontage on the pond of about 330 feet.		
LITTLE POND	TOWN OF SHERBORN	County of Middlesex Chap. 374 of 1946
<i>Description of Right of Way</i>		
From Farm Road about 325 feet southeasterly of intersection of Farm Road and Lake Street, running in a northeasterly direction of 330 feet with a width of 10 feet; thence running southeasterly about 170 feet with a width of 10 feet; thence in a general direction northeasterly 400 feet with a width of 10 feet; thence northeasterly 68 feet with a width of 40 feet to the southerly shore of the pond. An area for the parking of vehicles contiguous to Farm Road is about 210 feet in length and 25 feet in width located on the northerly side of Farm Road and northwest and southwest of said right of way.		
UPPER MILL OR WALKERS POND	TOWN OF BREWSTER	County of Barnstable Chap. 420 of 1949
<i>Description of Right of Way</i>		
From Slough Road in an easterly direction about 80 feet to the southeast shore of the pond with a width of about 508 feet along the easterly sideline of Slough Road and a width of about 255 feet along the southeast shore of the pond.		
LEAD MINE POND	TOWN OF STURBRIDGE	County of Worcester Chap. 259 of 1948
<i>Description of Right of Way</i>		
From Lead Mine Road in an easterly direction about 475 feet to the westerly shore of the pond, with a width at Lead Mine Road of 213 feet and at the pond of 122 feet.		
ALUM POND	TOWN OF STURBRIDGE	County of Worcester Chap. 259 of 1948
<i>Description of Right of Way</i>		
Northerly on Clark Road in continuation of the already public portion, following the general route of the existing roadway to within approximately 500 feet of the pond with a width of 40 feet; thence proceeding northerly to the pond just westerly of said roadway for said remaining 500 feet more or less with a width of about 150 feet.		



*Description of Right of Way*

From Orchard Street in a southeasterly direction about 390 feet thence curving more easterly a distance of about 300 feet, thence continuing in an easterly direction about 2,280 feet, all with a width of 40 feet, thence extending to the pond in a northeasterly direction about 120 feet with a width of about 175 feet.

## HARDWICK POND

## TOWN OF HARDWICK

County of Worcester  
Chap. 371 of 1959*Description of Right of Way*

The right of way runs off Greenwich Road 900 feet more or less in a general northeasterly direction then curves to extend 550 feet more or less in a southeasterly direction, with a width of 45 feet to the parking area which extends 100 feet more or less easterly to reach the pond with a width of about 100 feet.

## PONDS AND RESERVOIRS

The water areas represented by reservoirs and ponds are an essential feature in the land utilization picture of Massachusetts. Table III below cites only bodies of water of 10 acres and more in their natural state which are classified as Great Ponds and are considered under state jurisdiction, according to Massachusetts Law previously cited. Reservoirs, however, are of any size and are a part of some water system either local or metropolitan.

TABLE III<sup>9</sup>

## RESERVOIRS AND PONDS OF TEN ACRES OR MORE, BY SIZE

<i>Size</i>	<i>Number</i>	<i>Acres</i>
10-24	534	7,893
35-49	300	10,497
50-99	214	14,672
100-299	195	32,330
300 or over	61	67,115
TOTAL	1,304	132,507

TABLE IV

## PUBLIC OUTDOOR RECREATION AREAS — 1960

<i>Area Name</i>	MASSACHUSETTS		
	<i>No.</i>	<i>Acreage</i>	<i>County</i>
National Park Service:			
Minute Man National Historic Site . . . . .	1	8	Worcester
		8*	
U. S. Fish and Wildlife Service:			
Great Meadows National Wildlife Refuge . . . . .	3	209	Essex
Monomoy National Wildlife Refuge . . . . .		2,696	Barnstable
Parker River National Wildlife Refuge . . . . .		6,403	Essex
		9,308*	
Corps of Engineers:			
Barre Falls Reservoir . . . . .	7	557	Worcester
Birch Hill Reservoir Dam Area . . . . .		165	Worcester
Buffumville Reservoir . . . . .		488	Worcester
Cape Cod Canal . . . . .		1,885	Barnstable
Hodges Village Reservoir . . . . .		905	Worcester
Tully Reservoir Dam Area . . . . .		77	Worcester
West Hill Reservoir . . . . .		602	Worcester
		4,679*	
State Park Agency:			
Abington State Park . . . . .		600	Plymouth
Ashland State Park . . . . .		593	Middlesex
Bradley W. Palmer State Park . . . . .		721	Essex
Cochituate State Memorial . . . . .		1,032	Middlesex

<sup>9</sup> Department of Public Works, *Public Land Ownership in Rural Areas of Massachusetts*, University of Massachusetts, Bulletin #489.

<i>Area Name</i>	<i>No.</i>	<i>Acreage</i>	<i>County</i>
State Park Agency — Continued:			
Cushing Memorial State Park . . . . .		8	Plymouth
Hopkinton State Park . . . . .		993	Middlesex
Martha's Vineyard Beach State Park . . . . .		99	Dukes
Pilgrim Springs State Park . . . . .		1,000	Barnstable
Plum Island State Park . . . . .		67	Essex
Quinsigamond State Park . . . . .		40	Worcester
Roland C. Nickerson State Park . . . . .		1,760	Barnstable
Standish Monument State Reservation . . . . .		22	Plymouth
Walden Pond State Park . . . . .		92	Middlesex
Warren H. Manning State Park . . . . .	*		Middlesex
Whitehall State Park . . . . .		878	Middlesex
	15	7,905*	
State Forest Agency:			
Andover State Forest . . . . .		43	Essex
Ashburnham State Forest . . . . .		1,574	Worcester
Barnstable State Forest . . . . .		58	Barnstable
Barre State Forest . . . . .		158	Worcester
Billerica State Forest . . . . .		376	Middlesex
Boxford State Forest . . . . .		656	Essex
Brewster State Forest . . . . .		18	Barnstable
Bridgewater State Forest . . . . .		61	Plymouth
Bridgewater State Nursery . . . . .		15	Plymouth
Carlisle State Forest . . . . .		58	Middlesex
Carver State Forest . . . . .		10	Plymouth
Clinton State Nursery . . . . .		21	Worcester
Douglas State Forest . . . . .		3,879	Worcester
Falmouth State Forest . . . . .		18	Barnstable
Fitchburg State Forest . . . . .		37	Worcester
Foxborough State Forest . . . . .		800	Norfolk
Franklin State Forest . . . . .		843	Norfolk
Georgetown-Rowley State Forest . . . . .		1,060	Essex
Harold Parker State Forest . . . . .		3,675	Essex
Holden State Forest . . . . .		55	Worcester
Hopkinton State Forest . . . . .		100	Middlesex
Hubbardston State Forest . . . . .		1,129	Worcester
Kingston State Forest . . . . .		130	Plymouth
Lancaster State Forest . . . . .		90	Worcester
Leominster State Forest — Crow Hill Pond . . . . .		3,518	Worcester
Lowell-Dracut State Forest . . . . .		970	Middlesex
Lynnfield State Forest . . . . .		7	Essex
Marlborough State Forest . . . . .		76	Middlesex
Martha's Vineyard State Forest . . . . .		4,297	Dukes
Massachusetts Federation of Women's Clubs State Forest . . . . .		1,901	Worcester
Medfield State Forest . . . . .		45	Norfolk
Myles Standish State Forest . . . . .		11,500	Plymouth
Nantucket State Forest . . . . .		137	Nantucket
North Brookfield State Forest . . . . .		40	Worcester
Oakham State Forest . . . . .		601	Worcester
Otter River State Forest . . . . .		714	Worcester
Oxford State Forest . . . . .		29	Worcester
Paxton State Forest . . . . .		45	Worcester
Petersham State Forest . . . . .		510	Worcester
Rowley State Forest . . . . .		13	Essex
Royalston State Forest . . . . .		871	Worcester
Rutland State Forest . . . . .		65	Worcester
Sandwich State Forest . . . . .		45	Barnstable
Shawme Crowell State Forest . . . . .		1,702	Barnstable
Shirley State Forest . . . . .		91	Middlesex
Spencer State Forest . . . . .		776	Worcester
Sudbury State Forest . . . . .		234	Middlesex
Sutton State Forest . . . . .		596	Worcester
Templeton State Forest . . . . .		665	Worcester
Townsend State Forest . . . . .		2,714	Middlesex
Upton State Forest . . . . .		2,646	Worcester



<i>Area Name</i>	<i>No.</i>	<i>Acreage</i>	<i>County</i>
State Forest Agency — Continued:			
West Bridgewater State Forest.....		252	Plymouth
West Brookfield State Forest.....		129	Worcester
Westminster State Forest.....		518	Worcester
Willard Brook State Forest.....		2,042	Middlesex
Willowdale State Forest.....		2,061	Essex
Winchendon State Forest.....		178	Worcester
Wrentham State Forest.....		1,064	Norfolk
	59	55,916*	
State Fish and Game Agency:			
Ayer State Game Farm.....		96	Middlesex
Barre-Phillipston Wildlife Management Area.....		925	Worcester
Billingsgate Island.....		2	Barnstable
Birch Hill Reservoir.....		4,396	Worcester
Boxford Wildlife Sanctuary.....		335	Essex
East Sandwich State Fish Hatchery.....		18	Barnstable
East Sandwich State Game Farms.....		119	Barnstable
Henry Cabot Lodge Bird Sanctuary.....		1	Essex
Isaac Sprague Bird Sanctuary.....		110	Essex
Knight Wildlife Reservation.....		11	Essex
Marshfield State Game Farm.....		50	Plymouth
Minns Wildlife Sanctuary/Little Wachusett Mountain.....		137	Worcester
Oak Bluffs State Lobster Hatchery.....		7	Dukes
Pantry Brook Wildlife Management Area.....		392	Middlesex
Penikese Island Wildlife Sanctuary.....		60	Dukes
Ram Island Wildlife Sanctuary.....		2	Plymouth
Rowley Marsh Wildlife Management Area.....		17	Essex
Sandwich State Fish Hatchery.....		25	Barnstable
Stockwell/Merrill/Ponds.....		221	Worcester
Sutton State Fish Hatchery.....		221	Worcester
Watatic Mountain Wildlife Sanctuary.....		100	Worcester
West Meadows Wildlife Management Area.....		130	Plymouth
Westborough Wildlife Management Area.....		174	Worcester
	23	7,549*	
State Highway Agency:			
Province Lands.....		3,810	Barnstable
Roadside Rest Areas/350 areas.....		1,300	
Salisbury State Beach.....		521	Essex
Scusset State Beach Reservation.....		380	Plymouth
	4	6,011*	
Special State Authority:			
Edgartown-Oak Bluffs State Beach.....		51	Dukes
Purgatory Chasm State Reservation.....		188	Worcester
Wachusett Mountain State Reservation.....		1,600	Worcester
Walden Pond State Reservation.....		144	Middlesex
	4	1,983*	
Special Local Authority:			
Beaver Brook Reservation.....		60	Middlesex
Blue Hills Reservation.....		6,000	Norfolk
Breakheart Reservation.....		600	Essex
Charles River Reservation.....		964	Middlesex
Hemlock Gorge.....		41	Norfolk
Lynn Beach — Kings Beach — Nahant Beach.....		180	Essex
Middlesex Fells Reservation.....		2,200	Middlesex
Mystic River Reservation.....		300	Middlesex
Nantasket Beach.....		44	Plymouth
Neponset River Reservation.....		921	Norfolk
Newton-Brookline Water Lands.....		700	Middlesex
Revere Beach.....		255	Suffolk
Sudbury Watershed.....		5,235	Middlesex
Wachusett Reservoir Watershed.....		10,808	Worcester
Ware Watershed.....		20,250	Worcester
Winthrop and Short Beach.....		65	Suffolk
Wollaston Beach.....		71	Norfolk
	17	48,694*	

<i>Area Name</i>	<i>No.</i>	<i>Acreage</i>	<i>County</i>
Special District Conservation Agency:			
Marine Park . . . . .	*		Suffolk
Metropolitan District Commission — Parks/Miscellaneous . . . . .		2,780	†
World War II Memorial Park . . . . .	*		Suffolk
	3	2,780*	

\*in *No.* column — Acreage Not Reported.

\*at right of figure in *Acreage* column — subtotals for areas listed above it.

†in *County* column — item is an aggregate (e.g., highway rest areas, access areas) located in a number of counties.

## SPECIAL LEGISLATIVE CONSIDERATIONS

### *Aging*

Local boards of health will cooperate with the state departments of public health in establishing and maintaining clinics for the aging and in providing services and treatment for aging citizens.<sup>10</sup> No person may conduct or operate a recreational camp, overnight camp, or cabin, motel or trailer coach park without a license,<sup>11</sup> granted by the local board of health after a reasonable notice, published once in a local newspaper, and a hearing.<sup>12</sup> The local board may adopt, and from time to time alter and amend, rules and regulations to enforce the laws relating to such establishments.<sup>13</sup> Each board of health must from time to time inspect such camps, motels and trailer coach parks. It may, after notice and hearing, suspend or revoke the license of every one of them found to be in unsanitary condition.<sup>14</sup>

### *Child Care*

No person may conduct an agency giving day care to children without first obtaining a license from the local board of health.<sup>15</sup> Such agency is defined by statute as including “any institution or place, whether known as a day nursery, nursery school, kindergarten, child play school, progressive school, or pre-school. Or, under any other name, except a Sunday school conducted by a church, not conducted by the communities of any city or town, which for compensation or otherwise, receives for temporary custody, with or without stated educational purposes from their parents, three or more children under seven years of age and not of common parentage, separate and apart from their parents and elsewhere. Then at the home of one or more of them during part or all of the day.”<sup>16</sup> A board of health may make rules and regulations for the licensing of such agencies, and a failure to comply with any such rule or regulation will be sufficient cause for the revocation of a license.<sup>17</sup>

The Board of Health may cause every such agency to be inspected at least once a year, and may visit and inspect it at any time. The license of an agency may be revoked, if in the Board’s judgment the public interest requires such action, after thirty days’ notice and an opportunity to be heard.<sup>18</sup> The conducting of an agency without a license, or after revocation of a license, subjects the offender to a fine.<sup>19</sup>

The members of the local Board of Health serve as members ex-officio on the commission on children’s health camps, if the city or town has accepted statutory sections for the establishments of such camps. They also serve ex-officio on the commission on union children’s health camps, if two or more cities or towns vote to form a union children’s health camp district.

No license shall be issued or renewed unless the applicant presents to the Board of Health the certificate of an inspector of the Division of Inspection in the State Department of Public Safety and unless the local building or buildings to be occupied have safe means of egress and adequate means of preventing the spread of fire (M.G.L.A. 111 A 39, as amended by St. 1959, C 497). Attention is called to the revision of M.G.L.A. 111 SS 58–62 inclusive, covering the licensing of day care services for children, accomplished by St. 1962, C 719 1.

<sup>10</sup>M.G.L.A. C 111 S 57C. “Services and Treatment” include transportation, or the reasonable cost of transportation, to and from the place of treatment whenever the patient is not able to pay for such transportation.

<sup>11</sup>M.G.L.A. C 140 S 32A.

<sup>12</sup>M.G.L.A. C 140 S 32B. The license expires each year on December 31 and may be renewed annually for application without notice of hearing.

<sup>13</sup>M.G.L.A. C 140 S 32B. Regulations of a board of health that it shall be unlawful for a person other than a bona fide employee to remain or live in a tourist camp for more than ninety days in any six months’ period were held to be valid in *Gillam vs. Board of Health of Saugus*, 327 Mass. 621, 100 N.E. 2d 637 (1951). It was pointed out that the regulations tended to prevent permanent occupation of dwelling houses which did not conform to the requirements of the building code.

<sup>14</sup>M.G.L.A. C 140 S 32C.

<sup>15</sup>M.G.L.A. C 111 S 58.

<sup>16</sup>M.G.L.A. C 111 S 60.

<sup>17</sup>M.G.L.A. C 111 S 61.

<sup>18</sup>M.G.L.A. C 111 S 61.

<sup>19</sup>M.G.L.A. C 111 S 62. The fine is not less than ten nor more than two hundred dollars. Note that if an agency violates any provision of M.G.L.A. C 111 58–62 inclusive, or any board of health rule or regulation, the board may order the agency closed until the provision, rule or regulation has been complied with.



### *Unfit Dwellings*

M.G.L.A. C 111 S 128 has been amended by St. 1960, C 172 under the present law. If a building is not brought up to the required standard within one year of closing because of unfit conditions, the Board of Health may have the building demolished and removed. The expense involved will be recoverable in contract from the owner of the land and the debt will constitute a lien on the land for two years from the first day of October next following the filing of a statement of claim in the proper registry of deeds. The statement of claim must be filed within ninety days after the debt becomes due.

An agency may be told that a local Board of Health refuses to grant a license for a trailer coach park under M.G.L.A. C 140 SS 32B and 32H, on the ground that an inadequate supply of water might create a health problem. A board may amend its rules and regulations relating to trailers, and such amendments, if made in good faith will apply to matters pending before the board. See *Cliff vs Board of Health of Amesbury*, 343 Mass. 58, 175 N.R. 29 488.

### *State Aid*

The Commonwealth will reimburse cities, towns, and regional districts for one-half of the cost of the construction of facilities, training, and support of children in optical classes or instruction periods in lipreading and sight saving and for those mentally retarded or physically handicapped, including necessary traveling expenses provided such classes or periods meet the prescribed standards.<sup>20</sup>

### *Restraint of Illegal Construction or Use of Buildings*

The law has held that a building inspector who has issued an illegal building permit is not estopped from suing in the interests of the town to restrain erection of the building.

### *Valuation of Property*

For a statement as to the duty of the assessors in valuing property, see *Garabedian vs City of Worcester*, 338 Mass. 48, 153 N.E. 29 622 (1958).

A scheme of assessment by which different percentages of fair cash value are applied to different classes of taxable property was declared illegal and void in the leading case of *Bettigole vs Assessors of Springfield*, 343 Mass., 223, 178 N.E. 2nd 10.

### *Abatements — Who May Apply for Them and When*

A taxpayer, paying real estate taxes in 1954 to 1957 without protest, could not in 1960 maintain a proceeding for a decree declaring the taxes were illegal and that he was entitled to recover back the amount paid, where the only apparent purpose of seeking declaratory relief was to circumvent the bar.

On three months' limitations on actions to recover back taxes and the statutory provisions relating to abatements, see *Second Church in Dorchester vs City of Boston*, 343 Mass. 477, 179 N.E. 29598.

The appellate tax board has no jurisdiction to hear a taxpayer's appeal unless the taxpayer annually made application to the local assessors for an abatement. See *Cohen Trustee vs Assessors of Boston* 1962, Mass. Adv. Sh. 701, 182 N.E. 29138.

### *Action to Recover a Tax*

As was pointed out in *Stone vs City of Springfield*, 341 Mass, 246, 168 N.E. 2d 76 (1960), there are difficulties in successfully maintaining an action to recover taxes on the grounds that the entire assessments, being made on a non-uniform basis, are void.

### *Assessors' Notice and Taxpayers' Lists*

Local Assessors are required to give reasonable notice before making their assessments. This notice may be given by public casting and must point out the necessity of filing before a date specified. All persons cited on the true lists and personal estates are not exempt from taxation, except in the case of residents of the Commonwealth whose intangible property and income is reported under the income tax law. The notice must further require all persons, except fraternal benefit associations, to file with the assessors before a date specified in the notice (but not later than March 1st, unless the time is extended by the assessors to April 1st for cause shown), true lists for all real and personal property held by them for charitable purposes on the preceding January first or at the end of their fiscal year preceding January first. Such persons will be further required by the assessors' notice to file statements of their receipts and expenditures in connection with such property during the preceding year.<sup>21</sup> (1)

A seasonable filing of the list required by the assessors' notice is condition precedent to the taxpayers' right to secure an abatement of personal property taxes, except in a case where he shows reasonable excuse for his delay or where the tax exceeds by fifty percent the amount which would have been assessed on such property if a list had been seasonably filed. In the latter case, only the excess over fifty percent will be abated. However, a person applying for an abatement of real estate taxes will not

<sup>20</sup>M.G.L.A. C 69 S 29B, as amended by St. 1960, C 627.

<sup>21</sup>*Building Inspector of Wayland vs McEllen M. Gifford Hettering Home Corp.* 1962 Mass. Adv. Sh. 715, N.E. 29 503.

<sup>22</sup>M.G.L.A. C 59 S 29. The Assessors' notice may, or may not, require lists to include real estate subject to taxation in their city or town. Here there is a presumption that the assessor has given the required statutory notice. See *Masonic Education and Charity Trust vs City of Boston*, 201 Mass. 320; 87 N.E. 602 (1909). Under M.G.L.A. C 59 S 5, third (b) a charitable corporation is denied exemption in any year in which it "willfully" omits to file the required list and statement. It is still exempt unless the omission is willful. *The Masonic Education and Charity Trust vs City of Boston, Supra.* If a charitable corporation fails to file a list pending negotiations with the towns in regard to assessment, such failure may be found to be willful. See *Wheaton College vs Town of Norton*, 232 Mass. 141, 122, N.E. 280 (1919).

In *Winnisimmet Co. vs Assessors of Town of Chelsea*, 60 Mass. (6 Cush.) 477 (1850) it was held that the burden was on the taxpayer to prove want of notice by the assessors. Whether such want of notice would excuse the filing of the lists required was not decided.

(1) Hardy, Harvey, *Massachusetts Practice, Municipal Law and Practice*, Vol. 18, 1959, p. 726.

be denied abatement for failure to file a list of his real estate as required by the assessors' notice, if the application for abatement contains a sufficient description of the premiums in question.<sup>23</sup>

If a person fails to bring in to the assessors a list of his property, the assessors must estimate the value of such person's taxable property "according to their best information and belief."<sup>24</sup> The assessors' estimate is conclusive upon a person not filing a list seasonably, unless he shows a reasonable excuse for the omission.<sup>25</sup>

## FEDERAL LEGISLATION

### *Recreation — Grants-In-Aid*<sup>26</sup>

Listed below are current federal legislative acts which provide technical assistance, grants-in-aid, and loans for community recreation and development programs.

#### *Public Law 87-27*

Area Redevelopment Act, signed May 1, 1961. Authorizes loans and grants for public facilities in areas of economic distress. Loans and grants are made to state or local government agencies to assist in financing the purchase or development of land for public facility uses and the construction or expansion of public facilities. Counties requesting grants must contribute to the economic development of the area, with emphasis on providing new permanent employment opportunities through such development and expansion of facilities. Applicable projects can include park and recreation projects, providing it contributes to the economic growth of the area.

#### *Public Law 87-274*

Juvenile Delinquency Control Act, signed September 22, 1961. Provides grants for projects which will evaluate and demonstrate techniques and practices leading to a solution of juvenile delinquency. It also provides for the training of personnel for work in this field. Recipient of matching grants for demonstration projects must also contribute money, facilities or services for carrying out the project.

#### *Public Law 87-383*

Wetlands Acquisition Program, signed October 4, 1961. Authorizes loans for seven years for the acquisition of wetlands for waterfront habitats. Loans are made without interest. This law is administered by the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

#### *Public Law 87-634*

Federally Impacted Areas Eligible for Public Loan Assistance, signed September 6, 1962. Loans are made under Title V of Housing Act of 1961. Makes certain areas where a NASA installation is located eligible for public facility loans to local governments for the construction of public facilities, regardless of the community's population.

#### *Public Law 87-703*

Food and Agriculture Act of 1962, signed September 27, 1962. Authorizes a 10-year pilot land use adjustment program to convert idle farmland to recreation, wildlife and other conservation uses. Farmers, state, and local agencies will be given assistance in cost-sharing programs to establish hunting, fishing, boating, and other outdoor business areas and for the development of blighted rural areas where unemployment may be high.

The law provides loans to states and counties for plans, surveys, and to acquire easements for access to recreation facilities for the health and safety of persons using such areas. Will share up to fifty percent of such costs of reservoir and watershed areas, which counties agree to operate for recreation. It also authorizes fund advancements to counties for the immediate acquisition of lands and for easements to prevent future encroachments.

#### *Public Law 87-723*

Senior Citizens Housing Act, signed September 28, 1962. Established a new program for rural areas and authorized loans to private non-profit corporations, consumer cooperatives and public agencies to build rental housing for elderly persons and related facilities (including recreation).

<sup>23</sup>Whether there has been a reasonable excuse for delay in filing a list is, in general, a function of fact. See *Dexter vs City of Beverly*, 249 Mass. 167, 143 N.E. 904 (1924). For cases where the court found no reasonable excuse for the delay in filing the required lists, see *Atlantic Maritime Co. vs City of Gloucester*, 214 Mass. 348, 101 N.E. 972 (1913) *Persons and Inhabitants of Town of Lenox*, 228 Mass. 231, 117 N.E. 197 (1917); *Collector of Taxes of West Bridgewater vs Dunster*, 231 Mass. 291, 120 N.E. 849 (1918); *Sears vs Town of Nahant*, 221 Mass. 437, 109 N.E. 370 (1915). Error dismissed 248 U.S. 542, 39 S. Ct. 133, 63 L. Ed. 412.

<sup>24</sup>*M.G.L.A. C 59, S 36.*

<sup>25</sup>*M.G.L.A. C 59, S 37* subject to provisions in *M.G.L.A. C 59, S 61*. Note that in *M.G.L.A. C 59, S 5* (Twentieth) failure to file a list as to the personal estate required to therein is not a bar to the abatement of a tax on such property.

<sup>26</sup>Reprinted from *Public Lands Newsletter*, a publication of the National Association of Counties, 1001 Connecticut Avenue, Washington, D. C. A 24-page Technical Advisory Report, "Federal Assistance Programs in Outdoor Recreation" is available from the National Association of Counties.



#### *Public Law 87-874*

Omnibus Bill for Rivers, Harbors and Flood Control, signed October 23, 1962. Authorizes the Corps of Engineers to construct, maintain, and operate public park and recreation facilities at water resource development projects which are under the control of the Department of the Army. Also permits the construction of such facilities by local governments and operation of such facilities by local interests. Authorizes the Corps of Engineers to grant loans of lands and facilities at water resource projects and provides that such leases to non-profit agencies for park and recreation purposes may be granted at reduced or nominal rates. Provides that preference be given to federal, state, or local government agencies and that such licenses or leases may be granted, without monetary consideration, for use by the public. Stipulates that water areas, of all such projects, be open to public use, generally without charge for boating, swimming, bathing, fishing, and recreation purposes.

#### *Recreation and Public Purposes Act*

A new federal land policy has been developed to permit state and local governments which desire to dedicate new parks and recreation areas, to purchase or lease such areas from the federal government through the Bureau of Land Management.

The policy applies only to unappropriated federal land. It may be purchased at \$2.50 per acre, or leased for 25 cents per acre per year. County and local government may obtain 640 acres per year, states may acquire up to 6,400 acres per year. Write NACO for "Community Recreation and the Public Domain" booklet.

#### *Federal Surplus Property Act*

All federal real estate declared surplus to the needs of one agency is made available to any other federal agency. If surplus to their needs, the General Services Administration advises the state and county governments who may acquire it. If the land is desired for recreation purposes, it is appropriated by the Bureau of Outdoor Recreation. If it has historic value, the appraisal is made by the National Park Service. Except for historical sites, there is a charge of 50 percent of the fair market value of the land. Historic sites can be obtained free.

#### *Public Law 87-27*

The Housing and Home Finance Agency (HHFA) was established under the Reorganization Act of July 27, 1947. This law was amended by the Housing Act of 1954, to provide (a) for grants to local governments for acquisition and development of parks and playgrounds. The same act (b) authorized grants for planning of recreation sites and areas. Another provision of the act was the advancing of (c) funds for public works planning "which may include parks and other recreation facilities, public docks, and non-federal river and harbor improvements." The Housing Act of June 30, 1961 (Public Law 87-70) authorized (d) grants to local communities for the acquisition of "open space" land. "Open space" is defined as "any undeveloped or predominantly undeveloped land in an urban area which has value for (1) park and recreation purposes, (2) conservation of land and other natural resources, or (3) historic or scenic purposes."

Federal grants may not exceed 20 percent of the cost of land acquisition except for a metropolitan area project where the federal share may be increased to 30 percent. Applications are limited to projects which exceed 10 acres.

Grants may be authorized only for communities which have a comprehensive planning program.

The Administration (HHFA) must consult with the Secretary of Interior on the policies to be followed in reviewing applications for "open space" grants. Write NACO for the "Open Space Land Program Guide," and a leaflet "The Open Space Program — Fact Sheet."

#### *Public Law 88-29*

Establishment of the Bureau of Outdoor Recreation. The Bureau will coordinate the recreation programs of some 29 federal agencies. Will also provide technical assistance and advice to counties. This includes technical guidance for counties which are interested in establishing a parks and recreation program for the first time, as well as for long-established programs. The Bureau of Outdoor Recreation will administer the proposed "Land and Water Conservation Fund," after it is passed by the Congress.

#### *Public Law 87-658*

Accelerated Public Works Program, signed September 14, 1962. Authorizes grants to non-federal public bodies and agencies for 50 percent of the cost of construction, providing that the project can be started within a short time. Under certain conditions, grants may be up to 75 percent of the project's cost.

#### *Economic Opportunity Act*<sup>27</sup>

The Economic Opportunity Act of 1964, with a fiscal authorization of 947.5 million dollars for 1965, establishes an Office of Economic Opportunity in the Executive Office of the President. The OEO is headed by a Director who has a planning and coordinating staff responsible for coordinating the poverty-related programs of all Government agencies. Within the OEO, separate staffs operate a Job Corps, a program for Volunteers In Service To America (VISTA), a Community Action Program, and special programs for migrant workers. In addition, the OEO distributes funds to existing agencies to operate other programs authorized under the bill: work-training programs administered through the Labor Department; work-study programs and adult basic education through the Department of Health, Education and Welfare (HEW); special rural anti-poverty programs through the Agriculture Department; small business loans through the Small Business Administration; and community work and training projects for welfare recipients through HEW.

Following is a summary of the programs authorized under the Economic Opportunity Act of 1964:

##### *Title I — Youth Programs: \$412.5 million*

Part A — establishes a *Job Corps* to provide education, work experience, and vocational training in conservation camps and residential training centers; would enroll 40,000 young men and women, aged 16–21, this year, 100,000 next year.

<sup>27</sup>A Summary of the *Economic Opportunity Act of 1964*, August 20, 1964.

Administered by Office of Economic Opportunity. Total cost, \$190 million. (\$5,000 per trainee for Massachusetts — estimate.)

Part B — established a *Work-Training Program* under which the director of OEO enters into agreement with state and local governments or non-profit organizations to pay part of the cost of full or part-time employment to enable 200,000 young men and women, 16–21, to continue or resume their education, or to increase their employability. Administered by Labor Department. Total cost, \$150 million. (\$4,000,000 for Massachusetts — estimate.)

Part C — establishes a *Work-Study Program* under which the director of OEO enters into agreement with institutions of higher learning to pay part of the costs of part-time employment to permit 140,000 students from low-income families to enter upon or continue higher education. Administered by Department of Health, Education, and Welfare. Total cost, \$72.5 million. (\$1,078,000 for Massachusetts — estimate.)

*Title II — Community Action Programs: \$340 million.*

Part A — authorizes the director of OEO to pay up to 90 percent of the costs of anti-poverty programs planned and carried out at the community level. Programs will be administered by the communities and will coordinate poverty-related programs of various federal agencies. Total cost, \$315 million. (\$4,780,000 for Massachusetts. 1 : 2 matching funds — \$2,390,000 available.)

Part B — authorizes the director to make grants to states to provide basic education and literacy training to adults. Administered by the Department of Health, Education, and Welfare. Total cost, \$25 million. (\$500,000 for Massachusetts — estimate.)

Part C — authorizes the director to establish and operate a clearing house to facilitate arrangements between foster parents willing to provide financial support and needy children under the guidance of a local agency. Only administrative funds required.

*Title III — Programs to Combat Poverty in Rural Areas: \$35 million.*

Part A — authorizes loans up to \$2,500 to very low-income rural families for farm operations and nonagricultural, income-producing enterprises, and loans to low-income family cooperatives. Administered by Department of Agriculture.

Part B — authorizes assistance to establish and operate housing, sanitation, education, and child day-care programs for migrant farm workers and their families. Total cost not more than \$15 million, financed from other titles.

Part C — authorizes the Secretary of Agriculture to indemnify farmers whose milk has been polluted by pesticides recommended by the Department of Agriculture. No specific funds authorized.

*Title IV — Employment and Investment Incentives*

Authorizes loans and guaranties to small businesses of up to \$25,000 on more liberal terms than the regular loan provisions of the Small Business Administration. Administered by the Small Business Administration. Would use SBA's regular spending authority.

*Title V — Work-Experience Programs: \$150 million.*

Authorizes the director of OEO to transfer funds to HEW to pay costs of experimental, pilot, or demonstration projects designed to stimulate the adoption in the states of programs providing constructive work experience or training for unemployed fathers and needy persons.

*Title VI — Administration and Coordination: \$10 million*

Establishes the Office of Economic Opportunity and specifies its functions. Authorizes the director of OEO to recruit and train an estimated 5,000 VISTA volunteers to serve in specified mental health, migrant, Indian, and other federal programs including the Job Corps, as well as in state and community anti-poverty programs.

*Title VII — Treatment of Public Assistance*

A policy declaration that an individual's opportunity to participate in programs under this Act shall neither jeopardize, nor be jeopardized by, his receipt of public assistance.

## COMPARATIVE STATE LAWS

### *State of Maine<sup>28</sup>*

The State of Maine is rather unique since there is direct legislation affecting camp operation, and, in addition, the State Department of Health rates camps, A, B, C, or D, on the basis of their sanitary facilities.

In Volume 1, Chapter 25, Section 161 of the *Revised Statutes of Maine*, an overnight camp is defined as follows:

"The designation 'overnight camp' shall include, in addition to the usual interpretation, filling stations, seashore resorts, lakeshore places, picnic and lunch grounds or other premises where trailers, auto homes or house cars are permitted to park for compensation, either directly, or indirectly, and such places shall be subject to the license requirements of the department as now provided by the provisions of Section 160 to 166 inclusive and to such regulations as may be adopted by the department for regulating the conduct and sanitation of such establishments."

This definition is rather broad and has little to actually identify a children's camp. It is also unfortunate to include children's camps with the other facilities mentioned since it is more difficult to develop regulations that would apply to all the various types of facilities.

<sup>28</sup>John Joseph Kirk, "An Analysis of State Laws Affecting the Operation of Children's Summer Camps in the United States with a Suggested Universal Legislative Program," a dissertation submitted in partial fulfillment of the requirements for the degree of Doctor of Philosophy in the University of Michigan, 1963, pp. 91–95.



Section 162 of the *Revised Statutes* specifies that the license fee will be \$10.00 annually. Section 163 states the license will be issued annually and shall expire the thirtieth day of June next following the date of issuance. Section 165 states that the Board of Health may suspend or revoke a license if such action appears necessary. The penalty for violating the licensing law or regulations is specified in Section 166 and states that a fine of not less than \$10 nor more than \$100 shall be levied for each offense. The regulations developed by the State Health Department are so stated that all camps in the state may be rated A, B, C, or D. An "A" rated camp indicates satisfactory compliance with all the regulations. A "B" rating indicates a failure on the part of the camp to meet the full intent of the requirements. A "C" rating is automatically given to any camp having privy-type toilets. This, it seems, may be a weakness in the rating system, for in some cases a privy-type toilet may be superior from a public health standpoint to a flush-type unit. This case would exist when the soil is composed of extremely heavy clay deposits which would not provide the type of absorption necessary when flush systems are used. Furthermore, it would seem that many other more serious situations might exist in the camp that would be more injurious to children than the presence of privy-type toilets. To automatically rate a camp "C" because it depends on this type of sanitary unit seems most inflexible.

Any camp which seriously violates the majority of regulations, in the opinion of the health official, receives a "D" rating and is required to make corrections immediately or the license to operate is revoked. This is a most commendable aspect of the Maine program since many states permit unsafe conditions to linger for many years before any action is taken.

In applying the regulations to the established criteria, the only category with adequate coverage appears to be sanitation.

There are no specific regulations which would apply in categories (I) Camp Personnel; (II) Program; (IV) administration; (VII) Safety; and (VIII) Transportation.

III. *Site and Facilities.* The regulations which fall in this category require the campsite to be located on high ground with adequate natural drainage. Another regulation requires the removal of excessive shade trees in and around camp buildings. The purpose of this regulation is to permit adequate drying and the entrance of sunlight. However, the unwise application of this regulation could destroy the natural beauty of the site. Perhaps a rewording of this regulation indicating the necessary amount of space that should be left around camp buildings would be more appropriate. Other regulations in this category require tents to be placed on platforms at least one foot above the ground. An infirmary, including facilities for isolation care and sleeping quarters for medical personnel is also required. These are excellent provisions and if followed would contribute considerably to the health and welfare of children. Unfortunately many states fail to require these very important facilities.

In addition, there are regulations requiring proper storage area for foodstuffs, which, of course, is an important consideration.

V. *Health.* There are no regulations which specifically apply in this category. The one regulation requiring an infirmary has been discussed in the category for "Site and Facilities." Obviously regulations are needed in the area of health if children attending camp are to receive the proper care. This is a major weakness in the Maine program.

VI. *Sanitation.* The State of Maine has the majority of regulations in this category. They cover such items as: water supply, sewerage disposal, garbage and refuse disposal, refrigeration of foods, serving of milk, sanitation of tableware and kitchen utensils, insect control, sanitary bathing facilities, and toilet facilities. Under the section on toilet facilities, there is required one flush-type toilet for every fifteen men or women or fraction thereof. A camp may not receive an "A" rating unless this criterion is met. As mentioned previously, there is some question as to the actual need for such a regulation since in many cases privy-type toilets have proven quite adequate. The other regulations regarding the items previously discussed are well worded and appear adequate.

### Summary

The 1960 report indicated 119 resident camps for children in the State of Maine serving a combined enrollment of 20,537 children.<sup>29</sup> In order to protect these children adequately, additional regulations are needed in several of the categories. Two categories which obviously need attention are "Health" and "Safety."

### *Commonwealth of Massachusetts*<sup>30</sup>

The Department of Public Health in Massachusetts has the authority under the provisions of Chapter 111, Section 5, and Chapter 140, Section 32A through 32E, Volume 4A, *Annotated Laws of Massachusetts*, to promulgate sanitation standards for children's summer camps. These standards in Massachusetts are more complete and offer a wider range of protection than the regulations for any state, with the exception of Colorado and Michigan.

Under the Massachusetts regulations a recreational camp for children is defined as follows:

"Recreational camp for children means any place of camp character as the term is commonly understood, used wholly or in part for recreational or instructional purposes and accommodating for profit or under philanthropic or charitable auspices five or more children who are not members of the family or personal guests of the operator. The site may or may not be equipped with tents or temporary or permanent buildings, and may be operated as a day camp or as a resident camp."

This is a rather inclusive and very complete legal definition of a children's summer camp. Any agency or individual operating a program which falls within the limits of the definition presented in the previous paragraph must apply to the Local Board of Health for an operator's license. The license states the maximum number of occupants which the camp may serve. An applicant for an original license must file with the Board of Health a plan showing the buildings, structures, fixtures, and facilities, including the proposed source of the water supply and sewerage disposal system. The plans for sewerage disposal and proposed water supply must be submitted to the State Department of Public Health, and upon that Department's approval, the local Board of Health may issue a license to operate. The law requires that the local Board of Health charge a fee of \$3.00 for the original

<sup>29</sup>Stanley W. Stocker, *Resident Camps for Children*, A report prepared by the American Camping Association, appointed by the National Park Service Department of the Interior, Washington, D. C., National Park Service, 1960.

<sup>30</sup>Kirk, "An Analysis of State Laws," pp. 96-105.



license and fifty cents for the renewal of a license. These fees are stipulated in Section 32B of the *Annotated Laws of Massachusetts*. This section of the statutes also sets December 31 in the year of issuance as the expiration date for a camp license and requires an annual inspection by the State Department of Public Health.

The manner in which the Commonwealth of Massachusetts administers the camp licensing program is rather unusual. Camp operators are subject to both the State Department of Public Health and the local Board of Health. The local Board of Health receives its authority to license directly from the statutes, and the State Department of Public Health has, through enabling legislation, the responsibility for promulgating regulations governing camp operation. It would seem that one enabling act giving the State Department of Public Health complete authority would simplify administrative procedures and facilitate the mechanics of the licensing program.

Another interesting facet of the Massachusetts program is that by regulation rather than statute, overnight camps and travel camps must also obtain a license from the Board of Health. The intent of this regulation is commendable, but enforcement appears to be most difficult. Staff limitations would make it practically impossible to visit and evaluate every overnight camp which operates in the state.

The penalty for violation of the regulations consists of a fine of not less than \$10.00 nor more than \$50.00. There is also a penalty for operating a camp without a license covered in Section 32E of the statutes and calls for a fine of not less than \$10.00 nor more than \$100.00. These provisions seem fair and within reason and provide the enforcing departments with a means of procuring compliance.

The method of enforcement for the Massachusetts program seems to be quite adequate; however, some might question the administrative structure since both local and state health departments are involved.

The regulations also outline the procedures for a hearing before the Board of Health. A camp operator may, if dissatisfied with the decision regarding the conditions of his camp license, appeal for such a hearing. These regulations are quite clear and concise and offer considerable protection to the camp operator.

There are no specific regulations which would apply in categories (I) Camp Personnel; (IV) Administration and (VIII) Transportation.

II. *Program.* There is a general regulation which states that the camp operator is required to provide a program of activities which meets the needs of children and which does not conflict with their best interests nor present a health or safety hazard. The wording of this regulation is rather general and, in this instance, is an asset since it enables the enforcing agency to take action on any activity in the entire program which appears detrimental to children.

III. *Site and Facilities.* Massachusetts has several regulations relating to the campsite and buildings. As in most state regulatory programs, the site must provide adequate drainage; there must also be an approved water supply and no danger to the children from hazardous traffic conditions. This latter requirement is similar to one found in California. Again, local conditions may make this a necessary requirement.

All camp buildings must be structurally safe, adequate in size, easy to keep clean, and have a roof that is "reasonably weather-tight." Buildings used for food preparation must have screens with not less than sixteen meshes per inch. Screenshot doors must be self closing. This latter consideration is very important and often overlooked. Many camps will have screenshot doors hooked open or left partially open, which defeats the purpose of having them. Kitchens, dining rooms, infirmaries, toilet rooms and all stairways of five or more steps must have adequate lighting. This is an excellent requirement, and yet it is seldom included in state regulatory programs. If the lighting is inadequate, dirt and dust may be permitted to accumulate in kitchens, dining rooms and other places where sanitation is vital and in the case of stairways, there is the added and more serious danger of accidents, which this regulation tends to mitigate.

All cabins or buildings used for human habitation must have two means of egress, and the floors must be smooth and easily cleaned. These regulations are obviously important and necessary for the health and safety of children.

All campers must be provided with separate beds. This may seem as if it is a rather obvious necessity; however, there are still camps operating in some parts of the country permitting two or three unrelated children to share the same bed. The dangers from both the physical and social standpoint inherent in this type of situation require no further elaboration. The beds must also be three feet apart if single, and four and a half feet apart if double-decked. This is an excellent provision since many camps allow the same amount of space for both single beds and double-decked beds, which causes an obviously overcrowded condition. There is also a requirement that heads of sleepers be kept at least six feet apart. This may be accomplished quite easily by alternating the heads of sleepers.

In addition to the above, forty square feet of floor space must be provided for each person. The use of the word "person" rather than "camper" is significant. If "camper" were used, it would be possible to have a cabin with sufficient space for eight, ending up with eight "campers" and one or two counselors because their occupancy would not be included in the specifications of the regulation. Although this may sound rather improbable, this situation has existed in some states which would illustrate the importance of word choice in promulgating regulations.

Sleeping in kitchens is not permitted, and all bedding must be laundered once a week. Many camps do not follow this practice, and it should be required for the health advantages it offers children.

There is also a regulation stating that the camp operator applying for an original license must submit a master plan showing all buildings and facilities which will be available when the camp begins operation. This is not required by many states, but has considerable merit.

V. *Health.* The State of Massachusetts provides more complete coverage and protection in this category than any of the fifty states. An arrangement must be made in writing between a licensed physician and the camp operator stipulating that the physician will be on call at all times. A copy of this signed agreement must be available at the camp. This is an excellent requirement since it provides assurance that the children at the camp will receive medical care whenever needed. A registered nurse or a Red Cross Advanced First-Aider must be in the camp at all times. The regulation further stipulates that licensed practical nurses may not serve without additional first-aid training. Some might question the exclusion of licensed practical nurses since many states consider their training superior to that of a first-aider. In any case, the fact that a person with some medical or first-aid training is required offers a degree of protection to the children and is most commendable.



The camp physician is also required to issue standing orders for the person on the camp staff responsible for first-aid treatment. This is a procedure followed by many camp physicians, and it should be required. In addition, a standard twenty-four unit first-aid kit must also be kept fully equipped, and a stretcher must also be available. This latter item is often overlooked, but it is extremely important when moving an injured child through a heavily wooded camp area.

The camp must also provide a place of isolation away from the living and sleeping quarters. This is extremely important since, without an infirmary or medical lodge, it is impossible to temporarily isolate a child for observation. Many times youngsters in a camp setting, through over-exertion, become fatigued and present various symptoms that could indicate a medical problem. However, by isolating these youngsters in an infirmary and observing them for a reasonable time, the observer is able to determine the relative cause of the symptoms.

The camp operator must require of all campers and staff members a medical history, record of immunization and report of a physical examination by a licensed physician administered within two months prior to the camp period. As has been stated in previous discussions, this is a most commendable and important requirement. Many state programs do not require a physical examination for staff members. However, such examinations should be required for every individual in the camp community. Massachusetts should, therefore, be commended for including this provision.

The remaining regulations are unique to Massachusetts and have considerable merit. Any camp serving the physically or mentally handicapped or serving a total enrollment, including employees, of over seventy-five must employ full time a registered nurse, a medical student who has satisfactorily completed two years at an approved medical school, or a licensed physician. Furthermore, camps with less than a total enrollment of seventy-five may also be required to have one of the previously mentioned medically trained individuals if the camp physician feels such arrangements are necessary for the health and safety of the children. This places a great deal of responsibility on the camp physician, and some might be reluctant to accept it. Nevertheless, the concept has considerable merit.

In addition, camps serving handicapped children must have either on staff or as consultants persons especially trained to work with such children. This is an unusual and very commendable provision.

The usual provisions for reporting and isolating communicable diseases are also included.

With all these excellent requirements, one is still lacking, and that is to require the person administering first-aid to keep a written record of all children receiving treatment. This is extremely important if any follow-up care becomes necessary.

VI. *Sanitation.* There are several very adequate regulations in this category. They cover such items as food service, water supply, sewerage disposal, refuse storage and disposal, insect control, swimming pool construction, and toilet, lavatory and shower facilities. One toilet is required for every ten females and two toilets plus one urinal for every thirty males. This ratio is quite adequate. One shower is also required for every twenty people in camp. Not all agree that showers are required, since other provisions may be used for maintaining bodily cleanliness. Some short-term camps, for example, frequently use a lake for this purpose.

VII. *Safety.* The camp operator must provide such facilities for fire fighting as may be recommended by the local fire department. All places of assembly with a capacity of fifty or more must comply with regulations issued by the Massachusetts Department of Public Safety in regard to building construction and square footage. All gasoline and explosive materials must be kept in containers plainly marked and locked in a building not used for housing. All insecticides must also be plainly marked and stored in locked cabinets. In addition, a telephone must also be available in camp.

These regulations are very necessary and quite adequate for the areas they are intended to cover. However, this category could be improved by adding specific requirements for the teaching of the more hazardous camp activities, such as archery, riding, rifle, aquatics, and the use of power tools.

#### *Summary*

The Massachusetts program appears quite complete, and it is, therefore, assumed that the 46,953 children attending the 142 resident camps in the Bay State<sup>31</sup> are receiving adequate protection if the regulations are properly enforced.

#### *State of New Hampshire*

The State of New Hampshire has specific legislation with rules and regulations governing the operation of children's summer camps. It should be noted that New Hampshire was the first of the fifty states to enact camp legislation and adopt a system of licensing with a set of regulations intended to govern children's camps. The program was initiated in the year 1925.

Under the authority of Chapter 125, Section 125 : 33 through Section 125 : 36, Volume 2, *New Hampshire Revised Statutes Annotated 1955*, the State Department of Health licenses all camps, and promulgates regulations governing their operation. In the regulations, a recreation camp is defined as follows:

"All places of camp character as the term is commonly understood which are utilized wholly or in part for recreational purposes and operated for a period of thirty days or more during one or more sessions of the year, whether continuously or otherwise and which receives the patronage, whether paid or not, of five or more children who are not bona fide personal guests in the private home of an individual, and any of which children, not accompanied by parents or guardian, is under eighteen years of age. Such patronage may be for recreational purposes solely or for a combination of recreation and instruction and may be for profit or under philanthropic or charitable auspices."

This is a very complete definition of a residence camp. However, the thirty-day limitation rules out many of the short-term camps, which certainly should be included in any licensing program.

The camp operator must apply in writing at least thirty days prior to the opening of the camp on a prescribed form, accompanied by the annual fee of \$20.00. The license must be posted at the campsite, and failure to do so is interpreted to mean that the camp is operating illegally. Although most states issuing a license require that it be posted, New Hampshire is the only state with such a strongly worded regulation. It is questionable if such a regulation is actually needed.

<sup>31</sup>Stocker, *Resident Camps for Children*.

If during the camping season the camp operator violates any of the regulations to a degree that the public health of the community is endangered, the license may be revoked. However, the camp operator is granted a hearing prior to the revocation. In most other states the camp operator is entitled to a hearing after the license has been revoked and the camp has temporarily closed. New Hampshire is somewhat unique in this regard, and this provision certainly works to the best interest of the camp operators.

The penalty for violation of any of the regulations may, upon conviction, be a fine of up to \$100.00. This is an adequate provision.

Other services the State of New Hampshire offers include the publication of a camp directory, listing the name of every camp in the state, as well as the capacity, location, the operator's name and winter address. An additional service includes the publication of a booklet listing the camp regulations, excerpts of other laws applicable to camps, and suggestions for the conduct of an adequate camp health program. These publications are both very well written and must be of tremendous value to camp operators, other camp personnel, and the parents of campers.

There are no specific regulations which would apply in categories (I) Camp Personnel; (II) Program; (IV) Administration and (VIII) Transportation.

**III. Site and Facilities.** The campsite must be so located as to effect proper drainage and receive abundant sunshine. (sic.) This latter provision is somewhat unique and very commendable. All buildings must be kept clean and sanitary, and sleeping quarters must be so arranged as to provide a minimum of forty square feet per single bunk and sixty square feet per double bunk. A distance of six feet is also required between the heads of sleepers. These are excellent requirements and very realistically reflect the needs of children in a camp setting.

The ventilation in all buildings must be such that it provides for a reasonable movement of air. This is a rather general provision and should be more specific because, as stated, it would be extremely difficult to interpret and enforce. The doors and windows of kitchens and dining rooms must be screened against flies and mosquitoes, and some suitable protection must be provided in the sleeping quarters. The wording of this regulation is excellent. It is specific where public health factors demand it, and general where the control measures need not be specific.

Fire extinguishers or other approved fire fighting equipment must be available in all buildings. The buildings must also be well equipped with emergency exits. No occupied building, tent, garage or stable shall be located within fifty feet in a horizontal direction from the water's edge of any pond, lake or stream without special permission from the Health Department (sic.) This regulation has a dual purpose. It keeps the water from being contaminated, and it protects the lives of children since it keeps them a reasonable distance from the water's edge. This is most commendable.

**V. Health.** All camp operators are required to make definite arrangements in writing with a licensed physician, stating that the physician will be on call at all times for medical service. This regulation, as stated in previous discussions, is excellent and very necessary. At camps serving the physically handicapped or at camps where the total enrollment exceeds seventy-five persons, there must be on the staff, one of the following: a registered nurse, a graduate nurse, a licensed practical nurse, a second-year medical student, or a licensed physician. In addition, camps not serving the handicapped and with less than seventy-five in their total enrollment may be required to have a nurse on their staff if the consulting physician feels this is necessary for the adequate protection of the children. In all other cases, a person trained in the Advanced Red Cross First Aid Course must be on the camp staff. These are excellent provisions since they cover all possible arrangements and also permit sound medical judgment to prevail where there is some question. In all cases in the State of New Hampshire the children would be receiving the type and degree of medical care considered most appropriate to meet their needs.

All campers must have a pre-camp physical examination administered by a licensed physician, and the record of such examination must be on file and accessible at the time of inspection. The camp must also provide adequate isolation quarters or a camp infirmary equipped with adequate first-aid supplies, a stretcher, and an emergency first-aid kit for treatment away from the first-aid station. This latter provision is very important and frequently overlooked.

The camp director must report all cases of communicable disease to the local health officer and follow the health officer's instructions for the isolation of the patient. Any other outbreaks of illness causing high fever, sore throat, vomiting, or jaundice must be reported verbally or by telegram to the State Department of Health. These are excellent provisions which offer protection not only to the children at camp but also to the surrounding community.

Another unique regulation in the State of New Hampshire prevents anyone having sore or inflamed eyes, nose, mouth, or ear drainage from entering the water of any swimming area. This regulation also has a two-fold advantage. It protects the individual from further infection and also protects others using the swimming facilities from possible contagion.

**VI. Sanitation.** There are several regulations in this category which are very well worded and offer very complete protection. They cover such areas as camp water supply, bathing beaches and swimming pools, septic tank construction, garbage and water disposal, insect and mosquito control, food and food handling, dishwashing procedures, serving of milk and cream, and toilet facilities.

The latter requires one toilet for every ten campers in resident camps, and one toilet for every twenty campers in day camps. The special provision for day camps is somewhat unique and yet quite acceptable since day camp programs only operate for approximately six hours a day. There is no provision requiring a specific number of lavatories for any given number of children. This is a weakness in the program which should be corrected.

**VII. Safety.** All swimming areas must be under the supervision of a person trained in life-saving procedures. No specific life-saving training is mentioned, which permits this regulation to be interpreted rather generally. It would be strengthened if the requirement included the type of training, such as Red Cross Senior Lifeguard or Red Cross Water Safety Instructor.

This is a rather inclusive regulation covering safety and sanitation procedures for trips out of camp. This is an extremely important area frequently overlooked, and New Hampshire is one of the very few states requiring specific safety procedures for trips out of camp.

In addition, a telephone must be installed in camp or within ten minutes' distance from the camp. This is an excellent provision and adds a plus factor in the protection for children attending camps.



### *Summary*

According to the camp directory published by the New Hampshire State Department of Health, there were 233 day and resident camps operating in the state during the summer of 1961. They served a combined enrollment of 60,000 children. It is concluded that these children received adequate protection through the application of the existing camp licensing program.

### *Conclusion*<sup>32</sup>

1. Over thirty states provide some type of legislative program which, in varying degrees, provides protection for children while engaging in a summer camp experience.

2. In most camps existing state regulatory programs provide the most adequate protection in the areas of sanitation, site and facilities, health and safety, in that descending order.

3. Enabling legislation is more desirable than direct legislation since it affords some flexibility in the program and provides members of the camping profession more opportunities to assist the enforcing state agency in the promulgation of regulations.

4. The requiring of a license, permit or registration for all children's camps is a necessary feature of any successful state regulatory program, since it alerts the enforcing agency as to the location and other pertinent details of the camp.

5. The most effective means of enforcing a camp regulatory program is to require the enforcing agency to inspect the camp during its period of operation to check for satisfactory compliance.

6. An adequate camp enabling act should define a children's camp, require a license or permit, identify the enforcing agency, provide for the promulgation of regulations, include the right to a hearing, and set the penalty for violation.

7. Standardization of state regulations would be desirable and quite helpful to agencies operating camps in several states.

The following recommendations for further research are suggested:

1. An analysis of the laws for taxation and tax structure imposed on children's camps in the fifty states.

2. A series of investigations designed to discuss the time of day, type of activity, and under what conditions accidents occur in children's camps.

3. An investigation designed to determine how many children are transported across state lines to attend camp, and what implication this has to federal, inter-state commerce laws.

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<sup>32</sup>Kirk, "An Analysis of State Laws," pp. 247-248.

## CHAPTER VIII

### Population Trends

The 1976 projection of the gross national product is about \$1,000 billion (in 1959 prices). This implies an annual growth rate, from the recent full employment base 1955-1957 of nearly 4.2 percent. With population expected to increase at about 1.8 percent annually, gross national product per capita is expected to increase at 2.3 percent per year.<sup>1</sup>

TABLE I  
PROJECTED TOTAL POPULATION INCLUDING ARMED FORCES OVERSEAS,  
BY AGE AND SEX FOR THE UNITED STATES, 1976  
(In thousands)

Age	July, 1976		
	Both Sexes	Male	Female
All ages	229,526	113,089	116,437
Under 5 years	24,625	12,564	12,061
5-9 years	22,194	11,339	10,855
10-14 years	20,639	10,536	10,103
15-19 years	20,560	10,473	10,087
20-24 years	19,596	9,929	9,667
25-34 years	32,370	16,262	16,108
35-44 years	23,260	11,563	11,697
45-54 years	23,408	11,379	12,029
55-64 years	20,471	9,582	10,889
65-74 years	13,696	6,141	7,828
75 years and over	8,434	3,321	5,113
14 years and over	166,172	80,743	85,429

NOTE: Data excludes Alaska and Hawaii.

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor (May 17, 1960).

<sup>1</sup> Bureau of Labor Statistics, U. S. Department of Labor report to the Outdoor Recreation Review Commission, ORRRC Report 23. Washington, D. C., 1962, p. 161.

The crushing and explosive problem of the world today is the surging population. Today's mushrooming population in the Commonwealth of Massachusetts has one acre of land which it calls its own per person.<sup>2</sup> According to reports submitted by the United Nations Food and Agricultural Organization, and reported in *Reader's Digest*,<sup>3</sup> ". . . There are now 3.7 acres of cultivable land for each man, woman and child on earth. By the year 2000, with the world population doubled, the cultivable land area will decrease to 1.8 acres . . . ."

TABLE II  
POPULATION BY STATE

	Thousands of Persons			Percent of National Population			Percent of Regional Population		
	1947	1957	1976	1947	1957	1976	1947	1957	1976
U. S. Total	143,665	170,296	240,000	100.0	100.0	100.0			
New England:									
Maine	854	939	1,203	0.6	0.5	0.5	9.8	9.1	8.5
New Hampshire	509	573	785	0.3	0.4	0.3	5.4	6.1	5.6
Vermont	354	369	461	0.3	0.2	0.2	4.3	4.0	3.3
Massachusetts	4,589	4,828	7,157	3.2	2.8	3.0	50.0	48.5	50.9
Rhode Island	784	857	1,205	0.6	0.5	0.5	8.7	9.0	8.5
Connecticut	1,969	2,268	3,259	1.4	1.4	1.4	21.7	23.2	23.2

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor.

Today, Metropolitan Boston's population movement and trend remind one of a giant web. The inner reaches within the city's confines are, for descriptive purposes, cultural and social ghettos, termed unacceptable by some, unmanageable by others, yet surrounded by high cultural and economic fences which make these ghettos flourish and their continuance "unavoidable"—if the latter is true.

<sup>1</sup>Bureau of Labor Statistics, U. S. Department of Labor report to the Outdoor Recreation Review Commission, ORRRC Report 23. Washington, D. C., 1962, p. 161.

<sup>2</sup> Based on the statistical reference: U. S. Census, 1960 (Boston, Mass.) 2,589,301.

<sup>3</sup> *Reader's Digest*, May, 1963.



Gone are the days when all the cities seemed tidily segregated into a number of district nationality neighborhoods. Italian, Polish, Greek, or Chinese emigrants were quickly accepted into neighborhoods predominated by their own kind. Population assessment was slow and relatively stable, unmarked by the violent upheavals experienced today.

TABLE III  
POPULATION TRENDS

<i>Year</i>	<i>Population (in millions)</i>	<i>Average Decade Percent Change from Previous Period</i>
1790	3.9	35.0*
1830	12.9	34.5
1900	76.1	29.0
1925	115.8	17.8
1940	132.0	12.0
1950	151.7	14.5
1960	180.1	18.7
1965	195.0	22.0
1970	214.0	21.0
1976	240.0	21.0

SOURCE: United States Bureau of Statistics.

\*Estimate from previous decade.

Now change is norm. Neighborhood turnover is a rule. As fast as the older residents of the downtown areas move out, new families move in. For the most part, the outgoing ethnic group, indigenous to the neighborhood, who moves out is replaced by a distinct different group with varying and different old world backgrounds, mores, taboos, and living habits. Along with this flow of human internal traffic is the increasing number of Puerto Ricans, negroes, and migrant whites from the South. These people often find Boston's urban ways frightening and demoralizing. Unlike the old time Neapolitan from Italy, the famine-struck Irishman, or the fisherman Greek, or the betel nut and "quat" chewing oriental, who arrived in Boston hopeful and eager to establish themselves in a land of opportunity, today's newcomers are little more than displaced persons, uprooted from their farming or low-industrial life — uprooted by the age of automation, urban renewal, area redevelopment, poverty, or spreading industrialization and mechanization. They find themselves unwanted and unwelcome, even in the poorest neighborhoods.<sup>4</sup> Poverty and prejudice, equally as strong in the North as in the South, herd them into racial ghettos more crowded, more terrifying, more appalling, and more susceptible to social ills than where they lived before, and from which escape is almost impossible — even when their incomes rise. There appears no valid buffer at the moment to assist *totally* in rehabilitation.<sup>5</sup> Demonstration projects, funds, and personnel are kept at work with voluminous aspirations.

The United States population since the first census 170 years ago has shown interrupted growth. The total population has increased from under 4 million to about 180 million in 1960. Thirty percent or above in growth rates from 1790 until the close of the 19th century is indicated. This population growth was due in part to the high fertility rate coupled with a low mortality rate and the influx of immigrants. It has been stated in population studies that the birth rates in the early days of the colonies were comparable to the birth rate now experienced by the lesser-developed nations of Asia and Africa, or 40 to 50 births per thousand population per year, with as many as eight to ten births per average fertile married woman.

TABLE IV  
PROJECTED TOTAL POPULATION AND LABOR FORCE IN NEW ENGLAND  
BY STATE, 1976 AND 2000  
(In thousands)

<i>States</i>	<i>Total Population</i>		<i>Total Labor Force, Annual Averages</i>
	<i>All Ages 1976</i>	<i>14 Years and Over 1976</i>	<i>1976</i>
Total United States	229,526	166,172	95,297
New England:			
Maine	1,069	781	427
New Hampshire	710	528	303
Vermont	377	271	152
Massachusetts	5,487	4,046	2,327
Rhode Island	1,056	798	477
Connecticut	3,244	2,400	1,452

SOURCE: Bureau of Labor Statistics, U. S. Department of Labor (April 25, 1960).

<sup>4</sup>The Southern Mountain Workers, Berea College, Berea, Kentucky organized an educational program in April, 1963, in Chicago to assist with the problems of urbanization for immigrants. In Boston, the United South End Settlements has on-going demonstration projects in progress.

<sup>5</sup>See Related Literature.

In the early 20th century, the population growth of the United States began to decelerate in spite of the fact that death rates were lower at the start of this period. While declining birth rates assisted with the decrease in growth, laws governing immigration assisted noticeably. During the 1930's the decennial growth rate was reduced to 70 percent per decade, and extrapolations of the then-present fertility and mortality conditions began leveling off. Since this period, there has been a consensus of opinion among population prediction authorities that a smaller family had become accepted as an attitude within households.

Retrenchment during the 30's gave the nation the usual postponements in childbirth due to a lowering of numbers marrying. This trend continued through World War II, but immediately afterwards saw a "baby boom." It was predicted by demographers that this "baby boom" was a normal trend; however, the birth rate did not decelerate. On the contrary, the rate accelerated during the period from 1951 to 1957. It was apparent, as again expressed by population experts, that married couples were favoring not smaller, but larger families. Similarly, marriage was occurring at a younger age for both men and women. The past 15 years of high birth rates, the decrease in death rates, and the rapid in-population has given the nation a new term in "population explosion." It is apparent that demographers consider this a trend for the future and all projectors of the future indicate a steady and gradual growth.

Indication of this national growth by age is projected in Table V.

TABLE V  
JUDGMENT PROJECTIONS OF U. S. POPULATION, 1976  
(Includes Alaska, Hawaii, and Armed Forces Overseas) (In thousands)

Age	Actual 1960	Projected 1976
All ages.....	179,323	230,729
Under 5.....	20,321	24,777
5-9.....	18,692	22,312
10-14.....	16,774	20,730
15-19.....	13,219	20,664
20-24.....	10,801	19,728
Total.....	79,807	108,211
25-29.....	10,869	17,979
30-34.....	11,949	14,620
35-39.....	12,481	12,156
40-44.....	11,600	11,267
45-49.....	10,879	11,643
Total.....	57,778	67,665
50-54.....	9,606	11,869
55-59.....	8,430	10,830
60-64.....	7,142	9,703
65-69.....	6,258	7,976
70-74.....	4,739	6,027
Total.....	36,175	46,405
75 and over.....	5,563	8,448

Source: U. S. Census of Population: 1960. Number of Inhabitants, U. S. Summary, Bureau of Census, U. S. Department of Commerce, Washington, D. C. 1961; ORRRC projections #23, p. 4.

The population projected for 1970 is almost 214 million, and that for 1976 is approximately 230 million.<sup>6</sup>

In viewing the projections on a state by state basis, which gives a view toward projections in Massachusetts, and in turn Greater Metropolitan Boston, the following is noted:

TABLE VI  
JUDGMENT PROJECTIONS OF THE U. S. POPULATION BY STATE TO 1976  
(Includes Armed Forces Stationed Therein, but Not Abroad) (In thousands)

	Actual 1960	Projected 1976
United States.....	179,323	230,019
New England:		
Maine.....	969	1,069
New Hampshire.....	607	710
Vermont.....	390	377
Massachusetts.....	5,149	5,487
Rhode Island.....	859	1,056
Connecticut.....	2,535	3,141
Total.....	10,509	11,850

Sources: U. S. Census of Population: 1960. Number of Inhabitants, U. S. Summary, *op. cit.* ORRRC projections, Study #23, p. 5.

<sup>6</sup>Bureau of Labor Statistics, U. S. Department of Labor report to the Outdoor Recreation Review Commission, ORRRC Report #23. Washington, D. C., 1962, p. 161.



A projection for Metropolitan Boston, as indicated in the *MDC Development Program*<sup>7</sup> stated, "In 1892, the bulk of the population in the Boston area was concentrated in three-family houses within walking distance of railroad and streetcar stops." Cities and towns were separated by extensive open lands. The area was booming, however. The 1892 Parks Commission<sup>8</sup> thought that the 1890 population of 880,000 for the cities and towns of the District might eventually increase to as much as 1,500,000. By 1900, the population was 1,165,000. The 1,500,000 forecast was reached about 1915, a little more than twenty years after it was made. From 1950 to 1955 a population gain of some 10,000 persons per year increased the total for the district from 2,070,000 to 2,118,000, a gain of about 2.5 percent.

The population of centrally located cities like Cambridge, Chelsea, Everett, Somerville, and parts of Boston have suffered a decline in recent years. Similar to other U. S. urban regions, the growth of Metropolitan Boston is now in its suburban fringes where vacant land is available for home building. More and more families are realizing the American dream of independent living so that nine-tenths of the dwelling units built in the past decade, in the parks district, are single-family homes.

There seems little chance that population densities will increase in the older, built-up parts of central cities. To the contrary, these areas are more apt to give way to business and industrial development, transportation facilities, and public open spaces.

Consequently, the population increase to be expected in the park district in the future will be controlled primarily by the amount of suburban and fringe land available for residential development, and the densities permitted by local zoning ordinances. Most new building is restricted to single-family houses on lots of liberal size.<sup>9</sup> Based on consideration of the amount of land available for development, the density limits on home building, and trends of population in built-up cities and towns, a maximum foreseeable population of about 2,300,000 is indicated for the parks district. This is an increase of about 182,000 over the 1955 population figures, which is equivalent to the 1955 population of Cambridge and Somerville. No prediction has been made as to when this figure is likely to be reached since the growth depends primarily on employment opportunities, which affect the number of workers and their dependents. This increase would be substantially raised if the current trend of building predominantly single-family dwellings on liberal size lots is altered, or if extensive apartment house contribution replaces older dwellings.

Thus, a park system originally planned when the Metropolitan population was about 900,000 must now be adapted to satisfy requirements of a future population of 2,300,000.

The Greater Boston Chamber of Commerce, dealing with the interpretation of "Metropolitan Boston or 79 towns and cities within the complex" had indicated that "horizons move ever outward as Boston and its thriving family of cities and towns grasp the reality of their burgeoning future. The potential is in this major American community's future highly efficient transportation systems, soaring construction, and skilled labor resources. That potential is its diverse and vigorous manufacturing, its financial strength, its educational and cultural life that gives vitality to industry and to the individual. That potential is in the constructive planning of projected growth which promises a goal by 1970 of 97,000 new jobs, a population increase of 287,000, 108,600 new homes, \$570 million more in total personal income per year, \$350 million more in retail sales per year, \$260 million more in bank deposits, 3,880 new commercial establishments, more than 4 million square feet of new office space, and a greater and ever expanding cultural life for its citizens . . . ."

#### POPULATION TRENDS IN RELATION TO NATIONAL CAMPING NEEDS

In a report prepared by the American Camping Association which presented the current status and future needs of camping in the United States on a national level, the following is cited:

"The 1940 American Camping Association directory listed 4,399 camps by states; however, there was no mention as to whether they were all resident camps. The 1952 survey report in *Camping at Mid-Century* estimated that there were 12,600 resident *and day camps* based on 6,032 returns."<sup>10</sup>

It was assumed in this instance that the 4,399 camps cited in 1940 and the 12,600 camps cited in 1952 were only those camps registered, known, or certified by the American Camping Association.

The 1960 report *Resident Camps for Children* was "limited to resident, organized camps serving children 9-16 years of age. Omitted from the study were church camp sites used exclusively for conferences, day camps, overnight camps operating for less than four nights' duration, family and adult camps, and specialized camps such as music camps, art camps, forestry camps, trip camps, roadside camps, and forest campgrounds."<sup>11</sup>

On this limitation the following number of camps were observed as being in operation or under construction.<sup>12</sup>

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<sup>7</sup>Metropolitan District Commission, *Development Program*, p. 30.

<sup>8</sup>When discussing Metropolitan Boston, it depends on what agency is being discussed as to which towns are included in the Metropolitan complex.

Department of Commerce — 79 towns  
Metropolitan District Commission — 37 towns  
United Community Services — 49 towns

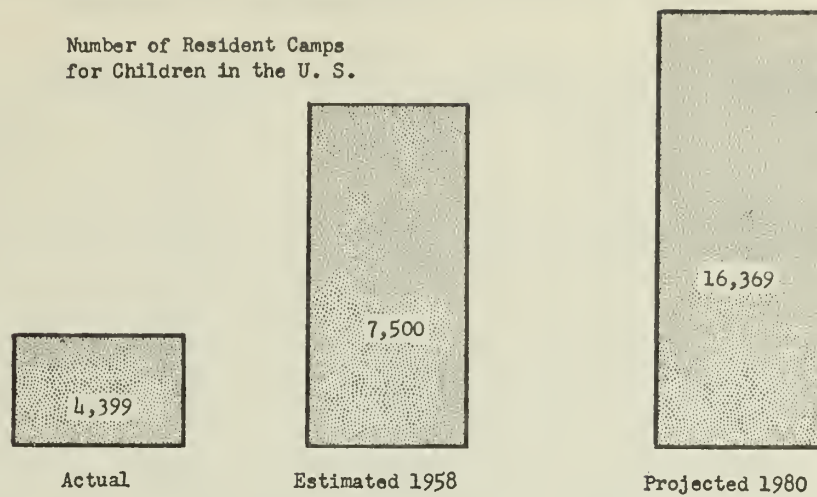
<sup>9</sup>Restrictive codes imposed by Zoning Laws and Planning Boards vary from town to town and city to city within the Commonwealth. Home Rule is applied here.

<sup>10</sup>American Camping Association, Inc. for the National Park Service and Department of the Interior. *Resident Camps for Children — Present Status and Future Needs*. 1960, p. 17.

<sup>11</sup>*Ibid.* p. 3.

<sup>12</sup>*Ibid.* p. 17.

# NUMBER OF RESIDENT CAMPS FOR CHILDREN IN THE UNITED STATES



As a result of this study, the following tabulation indicates need as projected by the Study Committee:<sup>13</sup>

## NUMBER OF CAMPS, BY STATE, NEEDED TO PROVIDE CAMPING OPPORTUNITIES FOR CHILDREN 9-16 YEARS OF AGE WHO WISH TO ATTEND CAMP\*

Estimated Number of Camps in Existence 1958	Number of Camps Needed			
	1958		1980	
	Five Two-week Sessions	Two One-month Sessions	Five Two-week Sessions	Two One-month Sessions
Alabama	73	189	473	305
Arizona	89	68	170	108
Arkansas	52	104	260	168
California	572	846	2,114	1,362
Colorado	131	101	252	162
Connecticut	154	137	342	220
Delaware	12	27	67	43
Florida	90	262	655	422
Georgia	125	225	563	362
Idaho	52	39	98	63
Illinois	221	583	1,458	939
Indiana	210	270	676	435
Iowa	126	166	416	268
Kansas	47	125	312	201
Kentucky	63	182	454	292
Louisiana	76	183	458	295
Maine	221	56	140	90
Maryland	94	174	436	281
Massachusetts	289	286	716	461
Michigan	436	464	1,160	747
Minnesota	201	199	498	320
Mississippi	69	129	322	208
Missouri	185	252	629	406
Montana	61	41	101	65
Nebraska	43	86	215	138
Nevada	21	16	39	25
New Hampshire	247	34	86	56
New Jersey	174	339	848	546
New Mexico	34	50	124	80
New York	671	957	2,393	1,541
North Carolina	183	268	670	432
North Dakota	58	38	96	62

<sup>13</sup>*Ibid.* p. 19.



NUMBER OF CAMPS, BY STATE, NEEDED TO PROVIDE CAMPING OPPORTUNITIES FOR CHILDREN  
9-16 YEARS OF AGE WHO WISH TO ATTEND CAMP\* — Continued

<i>Estimated Number of Camps in Existence 1958</i>	<i>Number of Camps Needed</i>			
	<i>1958</i>		<i>1980</i>	
	<i>Five Two-week Sessions</i>	<i>Two One-month Sessions</i>	<i>Five Two-week Sessions</i>	<i>Two One-month Sessions</i>
Ohio	257	551	887	2,218
Oklahoma	131	135	217	542
Oregon	89	104	168	421
Pennsylvania	411	676	1,054	2,635
Rhode Island	21	50	81	203
South Carolina	59	142	228	571
South Dakota	33	41	66	166
Tennessee	148	205	330	824
Texas	204	553	890	2,226
Utah	28	51	82	705
Vermont	124	22	35	88
Virginia	168	232	374	934
Washington	208	163	263	657
West Virginia	85	116	187	467
Wisconsin	294	232	374	935
Wyoming	37	18	30	76

\*Twenty percent of the children 9-16 years of age in camps with capacity of 96 campers.

NOTE: 1980 population projections for each State were computed by percentage of overall increase and are not based upon individual State fluctuations of population estimates.

## CHAPTER IX

### *Total Planning in Relation to Special Population Needs*

#### AGED AND RETIRED

The poverty of old age in America is rooted in a biological revolution. There are more aging people today than ever before, and they are still on the increase. In 1850, 2.5% of the nation was over 65; in 1900, the figure had risen to 4.1%. In 1960, almost 9 percent of the American population was over that limit, and the statisticians of the Department of Health, Education, and Welfare estimate that in 1975 nearly 10% will be over 65. It is not so much that the upper limits of life have been extended as that a great many more people are living to become old.

"In the year 2000," states the Report to the Outdoor Recreation Resources Review Commission,<sup>1</sup> "over half of the people living in the United States will not be alive. Of those Americans who will witness the turn of a new century, three-quarters are yet unborn. The world, in the year 2000, will have a vastly better understanding of the physical universe, of Man, and of his institutions. There will be new technologies and products yet unseen. The year 2000 will be strikingly different from the year 1960 and we hope, will be better for all mankind."

The Department of Labor's statistics infer an increase of 1.8 percent annually in the over 65 population.

The nation can expect to see 52,422,000 individuals over 65 by 1976, while Metropolitan Boston should expect 18.7% persons in that age bracket by the same year. The area can expect a slight increase in the population of females in the population. On a national base for female population there will be from 50.5 percent in 1958 to 50.6 percent in 1976. This is within the total female population without regard to age; however, there is expected to be a proportionate decline in the age groups between 25 and 65, while the ratio of persons *below* 25 and *over* 65 can be expected to increase in relative importance.<sup>2</sup>

The population expansion in these two categories — below 25 and over 65 — tests the Metropolitan area's capacity to meet new, serious problems. For example, in the younger age brackets, it will generate a heavy demand for public school education, while as a result of the rising share of older age groups, it will produce growing claims on pension funds, as well as special types of housing and other services.

"Indeed, it is an irony that leisure is a burden to the aged. (How many times does one hear the remark, 'He will die if he stops working?') . . . In 1890, 70 percent of the males over 65 were still working; in 1959, the figure had fallen to 34 percent. Today . . . some industries consider a factory worker obsolete when he passes forty . . .,"<sup>3</sup> Michael Harrington has noted.

This indictment was stated in a 1960 Senate Report:<sup>4</sup> ". . . at least one-half of the aged — approximately eight million people — cannot afford today decent housing, proper nutrition, adequate medical care, preventive or acute, or necessary *recreation*." A similar picture emerged from the White House Conference on Aging in 1961. As one volume stated,<sup>5</sup> ". . . many states report that half their citizens over 65 have incomes too low to meet their basic needs . . ."

The Bureau of Census figures for 1960 indicate approximately 40 percent of the population over 65 receives an annual income of less than \$1,000. This must be measured against the Government computation that an adequate budget for a retired couple in the autumn of 1959 would range from an urban low of \$2,681 in Scranton to a high of \$3,304 in Chicago. In short, the top couples in the 40 percent would have a budget 20% below adequacy in the cheapest city, and almost 40% below adequacy in the most expensive.

Over half of the population over 65, reports the Social Security Administration, are covered by some type of federal program — old age assistance, social security, and the like. Yet, social security payments are, by Federal admission, completely inadequate to a decent life. In 1963, for instance, payments averaged approximately \$70.00 per month. The Senate Report concluded<sup>6</sup> ". . . If aged couples could live within the low-cost minimum food budget of the Department of Agriculture, a quarter of them would be spending more than half of this income on food alone. . . ."

Since this document was released, the general public through the press has reacted in many ways. The general comment has been in the area of lessening the statistical impact by noting that older people receive money from children and relatives, hence, "money income" gives an incomplete and overly pessimistic picture. In contrast, however, the 1961 White House Conference Report stated,<sup>7</sup> ". . . it is estimated that the total contributions from relatives and friends was \$3,000,000,000, which was only 10% of the money income of these people . . . ." Logically, it can be assumed that the bulk of donations comes from "well-off" children and goes to "better-off" aged.

The basic fact remains: at least 8,000,000 Americans over 65 are poor and need assistance in managing many phases of their lives — including *recreation*.

These statistics conceal the gravity of the situation. By one of the predictable paradoxes within the socio-economic conditions, it is the individuals with the lowest incomes among the aged who have the *least* resources in every sense of the term. Quite

<sup>1</sup>Projections to the years 1976 and 2000. Economic Growth, Population, Labor Force and Leisure, and Transportation. ORRRC Report #23. Washington 25, D.C., p. 130.

<sup>2</sup>ORRRC #23, p. 162.

<sup>3</sup>Michael Harrington, *The Other America — Poverty in the United States*, Penquin Books, Baltimore, 1963. p. 113.

<sup>4</sup>Hearing, Senate Chambers, Washington, D. C. April 10, 1960.

<sup>5</sup>*Ibid.*

<sup>6</sup>Hearing, *Ibid.*

<sup>7</sup>*Ibid.*



a few of the over 65 couples own houses, but not those at the bottom of the income pyramid. Of the people who get social security benefits, it has been estimated that 25% of these have no savings at all and that over half have assets of less than \$1,000.

## THE UNDERPAID

Moreover, there are many other segments of the population that face the same conditions as the elderly. The economically stable 1960's represents to many what J. K. Galbraith developed in his *The Affluent Society*. The title of this brilliant book was widely misrepresented. It depicted the American life of the fifties with abundance, and perhaps the only abundance in total retrospect was the abundance of anxieties. There was introspection of the emotional upheaval in the suburbs and there was the assumption that the basic, bold economic problems had been solved in all reaches of the United States. In the Galbraith theory, the nation's socio-economic problems were no longer a matter of basic needs, of shelter, food, and clothing. The problems were seen as qualities. It was a question of learning to live in decency amid luxury. To be sure, this nation is not impoverished in the same sense as India, the Orient, or parts of Africa.

As Harrington stated in his award-winning book, *The Other America*,<sup>8</sup>

"... Each big city in the United States has an economic underworld. And often enough this phrase is a literal description: It refers to the kitchens and furnace rooms that are under the city; it tells of the place where tens of thousands of hidden people work at impossible wages. Like the underworld of crime, the economic underworld is out of sight, clandestine.

"The workers in the economic underworld are concentrated among the urban sections of the more than 16,000,000 Americans denied coverage by the Minimum Wage Law of 1961. They are domestic workers, hotel employees, bus boys, and dishwashers, and some of the people working in small retail stores. In the most recent Government figures, for example, hotel workers averaged \$47.44 a week, laundry workers, \$46.45, general merchandising \$48.37, and workers in factories making work clothing, \$45.58.

"This section of the American economy has proved itself immune to progress. And one of the main reasons is that it is almost impossible to organize the workers of the economic underworld in their self-defense. They are at the mercy of the unscrupulous employers (and, in the case of hospital workers, management might well be a board composed of the "best" people of the city, who, in pursuing a charitable bent, participate in a conspiracy to exploit the most helpless citizens). They are cheated by crooked unions; they are used by racketeers . . . ."

SUMMARY OF COMMITMENTS TO THE YOUTH SERVICE BOARD  
by Month from January 1, 1960 to December 31, 1960

<u>Month</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
January . . . . .	69	18	87
February . . . . .	57	14	71
March . . . . .	76	20	96
April . . . . .	79	26	105
May . . . . .	79	20	99
June . . . . .	53	17	70
July . . . . .	39	13	52
August . . . . .	49	11	60
September . . . . .	61	15	76
October . . . . .	67	22	89
November . . . . .	83	24	107
December . . . . .	60	18	78
TOTAL . . . . .	772	218	990

SUMMARY OF COMMITMENTS TO THE YOUTH SERVICE BOARD  
by County from January 1, 1960 to December 31, 1960

<u>County</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
Barnstable . . . . .	4	5	9
Berkshire . . . . .	16	3	19
Bristol . . . . .	44	21	65
Dukes . . . . .	4	0	4
Essex . . . . .	69	24	93
Franklin . . . . .	11	7	18
Hampden . . . . .	79	9	88
Hampshire . . . . .	15	2	17
Middlesex . . . . .	117	36	153
Nantucket . . . . .	0	1	1
Norfolk . . . . .	29	4	33
Plymouth . . . . .	40	11	51
Suffolk . . . . .	254	67	321
Worcester . . . . .	83	27	110
Out of State . . . . .	7	1	8
TOTAL . . . . .	772	218	990

VARIAION OF JUVENILE DELINQUENCY FOR ALL  
MASSACHUSETTS COMMUNITIES

Shown as rates per thousand estimated Male and Female  
Minors between the ages of Seven and Seventeen

<u>Place of Residence</u>	<u>1960 Juvenile Court Cases</u>	<u>1960 Commitments to the Youth Service Board</u>
<i>Barnstable County:</i>		
Barnstable . . . . .	12.5	1.3
Bourne . . . . .	2.1	.5
Brewster . . . . .	5.1	.0
Chatham . . . . .	5.1	.0
Dennis . . . . .	1.7	.0
Eastham . . . . .	.0	.0
Falmouth . . . . .	2.5	1.3
Harwich . . . . .	6.0	.0
Mashpee . . . . .	7.9	.0
Orleans . . . . .	.0	.0
Provincetown . . . . .	10.4	.0
Sandwich . . . . .	.0	.0
Truro . . . . .	.0	.0
Wellfleet . . . . .	4.4	4.4
Yarmouth . . . . .	5.3	1.0
County Rate . . . . .	5.8	.8
<i>Bristol:</i>		
Acushnet . . . . .	2.7	.9
Attleboro . . . . .	8.8	.2
Berkley . . . . .	2.9	.0
Dartmouth . . . . .	3.3	.7
Dighton . . . . .	4.7	.0
Easton . . . . .	2.9	.0
Fairhaven . . . . .	6.7	.7
Fall River . . . . .	5.8	.8
Freetown . . . . .	2.9	.0
Mansfield . . . . .	8.1	.6
New Bedford . . . . .	11.7	2.0
North Attleborough . . . . .	3.4	.3

<sup>8</sup>Harrington, *op. cit.* p. 28-29.

<i>Place of Residence</i>	<i>1960 Juvenile Court Cases</i>	<i>1960 Commitments to the Youth Service Board</i>
<i>Bristol (Cont.)</i>		
Norton.....	11.5	1.5
Raynham.....	.0	.0
Rehoboth.....	7.0	.0
Seekonk.....	3.4	.0
Somerset.....	.0	.0
Swansea.....	1.0	.0
Taunton.....	8.2	1.5
Westport.....	.7	.0
County Rate.....	7.3	1.0
<i>Dukes:</i>		
Chilmark.....	.0	.0
Edgartown.....	26.7	7.6
Gay Head.....	52.6	.0
Gosnold.....	.0	.0
Oak Bluffs.....	4.2	.0
Tisbury.....	4.8	4.8
West Tisbury.....	.0	.0
County Rate.....	11.7	4.3
<i>Essex:</i>		
Amesbury.....	6.0	.5
Andover.....	2.7	.3
Beverly.....	4.0	.5
Boxford.....	.0	.0
Danvers.....	3.7	.6
Essex.....	7.1	.0
Georgetown.....	1.3	.0
Gloucester.....	10.6	3.0
Groveland.....	8.3	1.7
Hamilton.....	1.8	.0
Haverhill.....	6.7	1.4
Ipswich.....	16.9	1.9
Lawrence.....	9.5	2.1
Lynn.....	9.6	.8
Lynnfield.....	1.1	.0
Manchester.....	.0	.0
Marblehead.....	1.9	.0
Merrimac.....	6.5	1.6
Methuen.....	5.8	.6
Middleton.....	4.8	.0
Nahant.....	5.1	.0
Newbury.....	.0	.0
Newburyport.....	6.7	.8
North Andover.....	4.8	.5
Peabody.....	3.8	.2
Rockport.....	2.5	.0
Rowley.....	2.0	.0
Salem.....	7.5	1.0
Salisbury.....	7.0	.0
Saugus.....	7.0	1.0
Swampscott.....	2.0	.4
Topsfield.....	1.6	.0
Wenham.....	15.8	1.8
West Newbury.....	.0	.0
County Rate.....	6.7	.9
<i>Middlesex:</i>		
Acton.....	6.4	.0
Arlington.....	6.1	.3
Ashby.....	4.4	.0
Ashland.....	14.7	1.3
Ayer.....	4.6	.0
Bedford.....	1.3	.0
Belmont.....	7.0	.5
Billerica.....	6.9	.3

<i>Place of Residence</i>	<i>1960 Juvenile Court Cases</i>	<i>1960 Commitments to the Youth Service Board</i>
<i>Middlesex (Cont.)</i>		
Boxborough.....	6.8	.0
Burlington.....	4.8	.0
Cambridge.....	16.9	2.4
Carlisle.....	.0	.0
Chelmsford.....	1.4	.0
Concord.....	3.3	.0
Dracut.....	3.0	.7
Dunstable.....	.0	.0
Everett.....	10.0	1.7
Framingham.....	5.8	.5
Groton.....	.0	.0
Holliston.....	1.7	.0
Hopkinton.....	2.5	.0
Hudson.....	3.5	.0
Lexington.....	4.9	.4
Lincoln.....	5.2	.0
Littleton.....	3.5	.0
Lowell.....	6.4	1.2
Malden.....	8.7	.5
Marlborough.....	6.9	.3
Maynard.....	4.3	1.7
Medford.....	5.7	.9
Melrose.....	7.4	.4
Natick.....	3.0	.4
Newton.....	4.1	.0
North Reading.....	3.3	.0
Pepperell.....	2.6	.0
Reading.....	3.8	.5
Sherborn.....	2.5	.0
Shirley.....	11.4	1.4
Somerville.....	8.7	1.1
Stoneham.....	5.6	.9
Stow.....	5.4	1.8
Sudbury.....	4.4	1.9
Tewksbury.....	3.0	.6
Townsend.....	10.1	2.5
Tyngsborough.....	2.8	.0
Wakefield.....	3.6	.4
Waltham.....	7.6	1.1
Watertown.....	6.9	.9
Wayland.....	2.1	.0
Wellesley.....	2.7	.2
Westford.....	1.7	.0
Westwood.....	2.4	.0
Weston.....	.6	.0
Weymouth.....	4.9	.7
Wilmington.....	4.4	.4
Winchester.....	1.5	.0
Woburn.....	5.7	.5
Wrentham.....	4.1	.0
County Rate.....	5.7	.4
<i>Nantucket:</i>		
Nantucket.....	8.7	1.7
County Rate.....	8.7	1.7
<i>Norfolk County:</i>		
Avon.....	6.2	1.2
Bellingham.....	5.3	1.3
Braintree.....	3.3	.0
Brookline.....	8.0	.3
Canton.....	6.0	.0
Cohasset.....	.9	.0
Dedham.....	11.4	.0
Dover.....	.0	.0



<i>Place of Residence</i>	<i>1960 Juvenile Court Cases</i>	<i>1960 Commitments to the Youth Service Board</i>	<i>Place of Residence</i>	<i>1960 Juvenile Court Cases</i>	<i>1960 Commitments to the Youth Service Board</i>
<b>Norfolk County (Cont.)</b>			<b>Worcester (Cont.)</b>		
Foxborough.....	5.9	.6	Clinton.....	11.4	1.0
Franklin.....	4.4	.0	Douglas.....	2.0	2.0
Holbrook.....	1.1	.0	Dudley.....	4.2	.8
Medfield.....	3.4	.0	East Brookfield.....	.0	.0
Medway.....	4.4	.0	Fitchburg.....	11.1	1.7
Millis.....	.0	.0	Gardner.....	10.3	.6
Milton.....	4.7	.0	Grafton.....	4.7	.6
Needham.....	2.1	.0	Hardwick.....	7.1	.0
Norfolk.....	2.0	.0	Harvard.....	4.4	.0
Norwood.....	3.1	.0	Holden.....	5.5	.0
Plainville.....	2.8	.0	Hopedale.....	5.5	.0
Quincy.....	8.9	.9	Hubbardston.....	14.3	.0
Randolph.....	6.2	.0	Lancaster.....	1.3	.0
Sharon.....	4.5	.5	Leicester.....	10.0	1.2
Stoughton.....	8.5	1.2	Leominster.....	11.3	1.3
Walpole.....	6.9	.4	Lunenburg.....	6.9	.8
County Rate.....	00.0	0.0	Mendon.....	5.5	.0
<b>Plymouth:</b>			Milford.....	4.5	1.0
Abington.....	4.3	.5	Millbury.....	5.0	2.8
Bridgewater.....	15.6	2.5	Millville.....	6.4	.0
Brockton.....	10.7	1.9	New Braintree.....	.0	.0
Carver.....	6.4	.0	North Brookfield.....	4.4	1.5
Duxbury.....	4.2	1.1	Northborough.....	1.5	.0
East Bridgewater.....	6.2	.8	Northbridge.....	4.5	.0
Halifax.....	3.1	.0	Oakam.....	8.8	.0
Hanover.....	3.6	.9	Oxford.....	5.5	1.5
Hanson.....	9.9	.0	Paxton.....	.0	.0
Hingham.....	6.7	.0	Petersham.....	.0	.0
Hull.....	10.6	1.3	Phillipston.....	.0	.0
Kingston.....	14.0	2.6	Princeton.....	3.6	3.6
Lakeville.....	2.0	.0	Royalston.....	.0	.0
Marion.....	14.0	.0	Rutland.....	10.3	4.1
Marshfield.....	6.2	.8	Shrewsbury.....	4.7	.7
Mattapoisett.....	1.7	1.7	Southborough.....	.0	.0
Middleborough.....	6.7	.0	Southbridge.....	7.1	1.3
Norwell.....	5.0	.0	Spencer.....	7.1	1.4
Pembroke.....	14.1	1.0	Sterling.....	8.1	.0
Plymouth.....	9.6	.0	Sturbridge.....	4.2	.0
Plympton.....	14.6	.0	Sutton.....	12.3	1.2
Rochester.....	5.7	.0	Templeton.....	7.3	.0
Rockland.....	5.2	.8	Upton.....	6.8	.0
Scituate.....	9.1	2.2	Uxbridge.....	5.3	.7
Wareham.....	23.5	2.9	Warren.....	7.7	1.5
West Bridgewater.....	3.1	.0	Webster.....	5.0	1.3
Whitman.....	11.1	.5	West Royalston.....	4.6	.0
County Rate.....	9.1	1.1	West Brookfield.....	9.7	.0
<b>Suffolk:</b>			Westborough.....	3.6	.0
Boston.....	17.1	2.6	Westminster.....	7.6	.0
Chelsea.....	17.3	4.5	Winchendon.....	10.8	.0
Revere.....	10.6	1.6	Worcester.....	13.1	1.6
Winthrop.....	6.1	.8	County Rate.....	9.0	.0
County Rate.....	16.5	2.6	<b>Sources of Data:</b>		
<b>Worcester:</b>			a. Data on commitments was obtained from the Weekly Commitment Reports of the Reception Centers of the Massachusetts Division of Youth Service.		
Ashburnham.....	1.7	.0	b. Data on juvenile cases disposed of in Massachusetts Lower and Superior Courts was obtained from the Office of the Commissioner of Probation.		
Athol.....	12.8	.5	c. Estimated population of male and female minors between the ages of seven and seventeen is based on registered male and female minors between the ages of seven and sixteen as given in the <i>Annual Report of the Massachusetts Department of Education</i> — for the year ending June 30, 1960.		
Auburn.....	7.6	.3			
Barre.....	4.4	.0			
Berlin.....	5.3	.0			
Blackstone.....	.9	.0			
Bolton.....	8.6	.0			
Boylston.....	.0	.0			
Brookfield.....	14.7	2.5			
Charlton.....	2.7	1.3			

## BLIND

In 1963 there were estimated to be in the United States about 9,000 blind children under the age of seven.<sup>9</sup> It is generally acknowledged in this country that a blind child's optimum development is usually secured in his own home with his own family. Many state legislatures,<sup>10</sup> therefore, have appropriated funds for parent education in the form of counseling services conducted by field workers, and other forms of financial or training assistance.

The most significant federal legislative action during recent years was the passage of the amendments in 1943 and 1954 to the Vocational Rehabilitation Act of 1920. According to this Act, the federal government, through the Vocational Rehabilitation Administration of the Department of Health, Education, and Welfare, allocated on a formula basis funds which have been provided by Congress to be added to state appropriated funds for vocational rehabilitation of physically handicapped persons, including the blind. Approximately 4,500 blind persons each year are being rehabilitated into employment as a result of this law.

The Randolph-Sheppard Act of 1936 as amended in 1954, also administered by the Vocational Rehabilitation Administration, authorizes the operation of vending stands. The various legal measures have opened up many new opportunities for the blind in various professions. The federal government provides a market for blind-made products under the Wagner-O'Day Act of 1938.

In 1963 the Annual Report of the Division of Blind, Department of Education, indicated the whereabouts of blind children born in 1945 through 1956, in the below table.<sup>11</sup>

TABLE I

WHEREABOUTS OF 800 SCHOOL AGE CHILDREN BORN 1945 THROUGH 1956 ON THE MASSACHUSETTS REGISTER OF THE BLIND ON JUNE 30, 1963

<i>Whereabouts</i>	<i>Number</i>
Total.....	800
Perkins School for the Blind.....	177
Regular School.....	174
Sight Saving Classes.....	115
Regular School with Braille.....	43
Braille classes.....	22
Ransom Greene Unit of the Walter E. Fernald State School.....	133
Other State Schools for the Feeble Minded.....	24
Monson State Hospital.....	8
At home — retarded.....	33
Trainable classes.....	10
Boston Center for Blind Children.....	9
Out of School — ill.....	7
Out of School — over 16.....	5
Other institutions.....	5
School for Blind — out of State.....	1
Cerebral Palsy Class.....	1
College.....	1
Out of Country.....	1
To enter School in the Fall.....	5
Unknown.....	26

The Massachusetts Association for the Adult Blind stated, "Although not yet conclusive, evidence in the first year of a community casework program (1960) suggests that it is possible for blind persons to be served by their community casework agencies. Further, from the number of referrals received, we estimate conservatively that there are approximately 2,000 (of the 9,069) blind persons in Massachusetts who need social casework but are not now being served. In addition, the majority of the 800 persons who lose their sight each year need social casework service."<sup>12</sup>

While the number of 9,069 blind persons referred to concerns Massachusetts, the Massachusetts Association for the Adult Blind records indicate 4,500 or 50 percent<sup>13</sup> reside within the Metropolitan Boston complex.

The Division of the Blind, Department of Education, Commonwealth of Massachusetts, has indicated eleven problem areas for sightless persons as identified through the social study process.<sup>14</sup>

1. Financial need problems
2. Physical and Mental illness or handicap — acute or chronic
3. Problems of family relationship — marital, parent, child, and other relatives
4. Employment problems

<sup>9</sup>American Foundation for the Blind, *Blindness — Some Facts and Figures*, New York, 1963, p. 5.

<sup>10</sup>Chapter 523 of the Acts of 1960, Commonwealth of Massachusetts. Chapter 669 of the Acts of 1957, Commonwealth of Massachusetts. Chapter 658 of the Acts of 1960, Commonwealth of Massachusetts. *Massachusetts Annotated Laws*, Section 23, Chapter 69.

<sup>11</sup>The Commonwealth of Massachusetts, Department of Education, Division of the Blind, *Annual Report*, 1963. p. 25.

<sup>12</sup>Massachusetts Association for the Adult Blind, *The Eye Is Not All of a Man*, Report, Boston. p. 10.

<sup>13</sup>Comment, Miss Helen Cleary, Executive Director, Massachusetts Association for the Adult Blind, February 18, 1964.

<sup>14</sup>John F. Mungovan, *Annual Report*, Div. of the Blind, Dept. of Education, The Commonwealth of Massachusetts, 1963. p. 6.



5. Inadequate housing
6. Management of the home
7. Deteriorated or undesirable neighborhood
8. Social isolation
9. Difficulties in interpersonal relationships outside family groups
10. Serious personality or character defect, and
11. Lack of legal protection.

Consistent with the acknowledgment of problem areas, the Department of Education's Division of the Blind will assist its clients to self-support and self-care by identifying the scope of the service it can provide, and special problems arising from blindness, by assessing personal attitudes that affect employment, and similarly, the "division workers" discuss with the client opportunity for employment or lack of it because of his strengths or inadequacies in physical and/or mental capacity and in skills or interest. Special problems related to the client's blindness and the possibility and means of developing new skills are mutually evaluated with him.

The client's attitude toward employment may be strengthened and made more positive through case work service. His physical capacity, his emotional adjustment, his mental ability, his ability to acquire new skills, his ability to retain skills formerly acquired, the awakening of new interests or the reviving of old interests are all included within the scope offered the blind person. Specialized rehabilitation services designed to help the blind person reorient himself, adjust to living as a blind person, and develop the essential skills of mobility may be arranged and provided for. Motivating the individual to make use of these specialized services is an essential element.<sup>15</sup>

TABLE II  
BLIND PERSONS ON THE MASSACHUSETTS REGISTER OF THE BLIND BY AGE AND SEX ON  
JUNE 30, 1963<sup>16</sup>

<i>Age</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>	<i>Percent</i>
Total	9,069	4,179 (46%)	4,890 (54%)	100.0
Under 1 year	5	3	2	.0
1 to 2 years	17	8	9	.2
2 to 3 years	19	12	7	.2
3 to 4 years	25	14	11	.3
4 to 5 years	23	12	11	.3
5 to 9 years	228	130	98	2.5
10 to 14 years	386	195	191	4.3
15 to 19 years	301	174	127	3.3
20 to 24 years	191	118	73	2.1
25 to 29 years	192	103	89	2.1
30 to 34 years	231	123	108	2.5
35 to 39 years	316	195	121	3.5
40 to 44 years	365	220	145	4.0
45 to 49 years	406	234	172	4.5
50 to 54 years	431	237	194	4.8
55 to 59 years	535	272	263	5.9
60 to 64 years	630	316	314	6.9
65 to 69 years	824	343	481	9.1
70 to 74 years	892	366	526	9.8
75 to 79 years	930	379	551	10.3
80 to 84 years	789	283	506	8.7
85 to 89 years	688	236	452	7.6
90 to 94 years	337	105	232	3.7
95 to 99 years	69	19	50	.8
100 years and over	11	1	10	.1
Age unknown	228	81	147	2.5

<sup>15</sup>Mongovan, *Ibid.* p. 7.

<sup>16</sup>*Ibid.* p. 20.

TABLE III

EXTENT OF VISION OF 1,014 PERSONS ADDED TO THE MASSACHUSETTS  
REGISTER OF THE BLIND JULY 1, 1962 THROUGH JUNE 30, 1963<sup>17</sup>

<i>Vision</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
Total	1,014	420	594
Total blindness	66	28	38
Light perception and/or projection only	99	33	66
Motion and form perception up to but not including			
5/200	261	99	162
5/200 to 10/200	55	19	36
10/200 to 20/200	226	105	121
20/200	205	80	125
Better than 20/200 but field less than 20°	65	36	29
Extent of vision unknown	37	20	17

TABLE IV

CAUSES OF BLINDNESS 1,014 PERSONS ADDED TO THE MASSACHUSETTS  
REGISTER OF THE BLIND JULY 1, 1962 THROUGH JUNE 30, 1963<sup>18</sup>

<i>Cause</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
Total	1,014	420	594
Diabetes	159	58	101
Glaucoma	149	68	81
Muscular degeneration	161	49	112
Cataracts	124	42	82
Malignant myopia	39	17	22
Retinitis pigmentosa	29	24	5
Optic nerve atrophy	50	27	23
Retinitis	29	14	15
Nystagmus	15	8	7
Retrolental fibroplasia	13	10	3
Other causes	149	59	90
Cause unknown	97	44	53

<sup>17</sup> *Ibid.* p. 20.

<sup>18</sup> *Ibid.* p. 21.



TABLE V

BLIND PERSONS ON THE MASSACHUSETTS REGISTER  
OF THE BLIND BY CITY AND TOWN ON JUNE 30, 1961.  
(UCS Area — 49 cities and towns)<sup>19</sup>

<i>City or Town</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
Boston . . . . .	1,571	756	815
Acton . . . . .	7	1	6
Arlington . . . . .	83	34	49
Bedford . . . . .	8	2	6
Belmont . . . . .	53	20	33
Braintree . . . . .	38	15	23
Brookline . . . . .	112	44	68
Burlington . . . . .	8	6	2
Cambridge . . . . .	220	112	108
Canton . . . . .	13	6	7
Chelsea . . . . .	64	28	36
Cohasset . . . . .	5	4	1
Dedham . . . . .	25	12	13
Dover . . . . .	2	0	2
Everett . . . . .	67	26	41
Hingham . . . . .	16	3	13
Hull . . . . .	8	4	4
Lexington . . . . .	26	14	12
Lincoln . . . . .	5	3	2
Malden . . . . .	109	58	51
Medfield . . . . .	2	1	1
Medford . . . . .	73	33	40
Melrose . . . . .	38	10	28
Millis . . . . .	4	2	2
Milton . . . . .	26	10	16
Natick . . . . .	27	15	12
Needham . . . . .	13	6	7
Newton . . . . .	130	53	77
North Reading . . . . .	5	1	4
Norwell . . . . .	3	1	2
Reading . . . . .	12	4	8
Revere . . . . .	53	27	26
Scituate . . . . .	11	3	8
Sharon . . . . .	6	6	0
Sherborn . . . . .		Not Reported	
Somerville . . . . .	195	89	106
Sudbury . . . . .	8	5	3
Stoneham . . . . .	13	4	9
Wakefield . . . . .	35	13	22
Waltham . . . . .	108	45	63
Watertown . . . . .	110	49	61
Wayland . . . . .	10	0	10
Wellesley . . . . .	31	13	18
Weston . . . . .	6	2	4
Westwood . . . . .	13	8	5
Weymouth . . . . .	69	38	31
Winchester . . . . .	13	7	6
Winthrop . . . . .	30	15	15
Woburn . . . . .	42	22	20

The Division of the Blind has stated that blind persons can be divided into four categories by reason of needs served:<sup>20</sup>

(1) Elderly persons who have attained their maximum level of adjustment but feel the need for an occasional contact with someone from the Division to be assured of a continued interest in their welfare and to be brought-up-to-date on services currently available from the Division. (2) Persons of all ages who are primarily interested in help with leisure time activities (handcrafts, minimum Braille instruction to enable them to play cards, and introduction to various social activities). (3) Individuals who are newly blind and require casework services to help them in their adjustment within their own homes and immediate environment.

<sup>19</sup> John Mungovan, *Annual Report*, Division of the Blind, Department of Education, Commonwealth of Massachusetts, 1961, p. 20.

<sup>20</sup> Mungovan, *1961 Annual Report*, p. 8.

These are individuals who, while not employable by reason of age or other disability, can be helped to lead a fuller and much more independent life by learning to move more freely about their homes, by being helped to take care of their personal needs, and by being shown how to help with household chores, including cooking. (4) Newly blind adults who can reasonably be assumed to be employable. It is this group that requires the greatest proportion of the home teacher's time, although it does not represent the largest percentage of the caseload. The home teacher and the rehabilitation counsellor work closely together with these individuals. In some instances, the home teacher carries the major responsibility initially and then refers the individual to the rehabilitation counsellor when he had adjusted to the point where he can participate in a work plan. In other cases, the rehabilitation counsellor refers the individual to the home teacher for specialized help in a particular area to help the person to continue on the job or to equip him to handle a new job.

## CONGENITAL DEFORMITIES

Of concern within the area of special needs is the need to understand that congenital deformities, while adaptable to a "normal" societal structure, do demand special thought. According to Dr. Donald J. Galagan, Assistant Surgeon General,<sup>21</sup> one in every 100 babies born in the United States has some type of defect observable at the time of birth, assuming that birth defects were reported in 5,210 of 520,000 babies born in 27 states during the first five months of 1963.

Cleft lip, (or hare lip) and cleft palate, clubfoot, and defects of the genital-urinary system were the most common malformations reported. The youth, in many cases, demand special services due to their inherent psychological or physical problems.

## DEPENDENCY RATIO

In the general classification of population by age groups, certain areas are of special importance from the standpoint of their contribution to the productive effort as well as of the degree of their dependency for material support. Ordinarily, the very young, under the age of 15, or people of 65 and over, are classified as outside of the labor force and dependent for their support on the population in the productive age. The latter group is considered as composed of those between the ages of 20 and 64. This classification is based on the necessity of drawing a line at some reasonable point in order to get a clearer picture of the ratio of dependency of the relationship between the dependent and productive groups. The higher the ratio of dependency, the greater the contribution required from the working force to provide the necessary means of support for the dependent groups. In addition, a larger portion of very young and old people in the total population indicates the necessity for greater efforts in educational, medical, recreation and other related facilities. It will be noted that in determining the ratio of dependency, the age group of 15 to 19 has been omitted. This is mainly due to the fact that this age category occupies an intermediate position in the dependency classification. It is reasonable to assume that at an earlier period (1800's) a greater proportion in this group was in the labor force coincident with a more limited period in school and an earlier age of entering employment.

As noted in Table VI, Massachusetts has a ratio of dependency, which over a half-century shows only a marginal increase. The ratio of dependency in 1950 was only slightly above 1900, the figures being 56.3 and 55.3 respectively. The 1960 ratio is calculated at 57.1 or an increase over 1950 of .9%. The projections for 1970 predict an additional increase of 2.1% or 59.2 with a continuing rise interpolated between 1970 and 1980, at 1976 as 69.3. As noted in the Table, there were considerable variations and marked differences in the trends of the two dependency groups in the intervening periods between 1900 and 1950. The proportion of very young has been generally on the decline through most of the period and registered its lowest in the census of 1940, and while this ratio rebounded considerably by 1950, it still was below the point indicated for 1900, the figures being 39.5 and 46.6 respectively.

On the basis of the increase as reported by the Census for 1960 and the projections by governmental agencies for the decades ahead, it is safe to assume the dependency ratio will increase proportionately in Massachusetts with a proportionate increase for Metropolitan Boston for reasons previously explained, but will hinge primarily on the relationship between birth and death rates and conditions of employment.

TABLE VI

MASSACHUSETTS RATIO OF POPULATION UNDER 15 YEARS AND 65 YEARS AND OVER  
1900-1960 WITH PROJECTIONS FOR 1970 AND 1976

	<u>Total</u>	<u>Under 15</u>	<u>65 or Over</u>
1976.....	60.3	41.6	18.7
1970.....	59.2	41.0	18.2
1960.....	57.1	40.0	17.1
1950.....	56.2	39.5	16.7
1940.....	49.9	35.8	14.1
1930.....	56.5	45.5	11.0
1920.....	56.8	47.7	9.1
1910.....	54.6	45.8	8.8
1900.....	55.3	46.6	8.7

<sup>21</sup>*Boston Traveler*, Tuesday, January 14, 1964. p. 15.



TABLE VII

STATISTICAL REPORT DEPARTMENT OF EDUCATION  
Division of Special Education  
1964 <sup>22</sup>

<i>Community</i>	<i>Aphasic</i>	<i>Blind</i>	<i>Deaf</i>	<i>Emotionally Disturbed</i>	<i>Mentally Retarded</i>	<i>Partial Sight</i>	<i>Physically Handicapped</i>	<i>Speech and Hearing Handicapped</i>
Arlington	2	5	5	0	103	10	195	224
Belmont	0	7	1	6	29	8	81	210
Boston	8	8	90	64	2,004	118	3,086	4,148
Braintree	2	2	5	2	93	7	175	0
Brookline	0	1	3	12	83	0	159	322
Cambridge	1	3	10	9	194	12	133	344
Canton	0	1	3	1	22	0	55	66
Chelsea	0	1	2	4	84	6	13	105
Cohasset	0	1	1	3	22	0	12	50
Dedham	1	3	2	1	36	4	95	109
Dover	0	0	0	0	4	0	10	0
Everett	0	0	10	5	51	1	295	203
Frammingham	1	6	2	3	82	5	306	0
Hingham	0	0	3	2	44	0	116	307
Hull	0	0	0	1	27	3	88	0
Lexington	0	3	5	10	27	2	140	306
Lynn	1	6	10	2	312	13	236	1,486
Lynnfield	0	0	1	1	11	1	53	117
Malden	1	6	6	7	123	4	141	467
Marblehead	1	0	1	0	48	3	74	114
Medford	2	6	7	8	82	8	90	20
Melrose	1	1	5	2	52	2	58	178
Milton	1	3	3	1	34	6	111	0
Nahant	0	0	0	0	9	1	20	29
Natick	0	1	6	5	61	9	101	103
Needham	1	1	2	7	49	1	92	132
Newton	1	1	10	23	179	32	439	725
Norwood	0	4	5	0	67	2	170	269
Peabody	1	1	7	3	73	11	174	0
Quincy	0	5	9	12	241	7	570	506
Randolph	4	3	7	3	62	4	134	0
Reading	1	2	3	1	21	5	91	0
Revere	2	6	5	2	93	6	384	415
Saugus	0	1	8	0	25	8	83	1
Somerville	1	4	15	4	191	10	402	579
Stoneham	0	1	1	1	30	3	90	84
Stoughton	0	0	2	2	68	1	154	106
Swampscott	0	1	0	4	37	3	39	274
Wakefield	1	1	0	0	51	8	17	0
Walpole	0	1	1	0	74	4	141	0
Waltham	0	7	10	10	196	16	279	573
Watertown	0	4	6	6	48	3	149	435
Wellesley	0	3	2	2	39	2	59	118
Weston	0	0	1	3	14	2	60	0
Westwood	0	1	1	1	11	2	36	90
Weymouth	0	3	9	4	88	7	247	208
Wilmington	0	1	0	2	79	1	63	152
Winchester	0	2	1	2	29	4	93	0
Winthrop	0	3	2	3	36	3	80	0
Woburn	0	2	1	2	26	12	153	131
TOTALS	34	122	289	246	5,464	380	10,042	13,706

<sup>22</sup> Philip G. Cashman, Ed.D. Director, Department of Education, The Commonwealth of Massachusetts, Division of Special Education, 200 Newbury Street, Boston.

## CHAPTER X

### *Factors Governing the Selection of a Site*

*"There is reason to believe, however, that adequate recreation systems or programs will never be achieved in most cities (regardless of program, alignments, or clientele) until authorities have worked out sound long-range plans that are acceptable to the public and that include provisions for financing the cost."<sup>1</sup>*

The need is apparent, if not urgent, for greater coordination in the over-all planning of all kinds of community facilities including properties for camping and informal outdoor education. This planning constitutes the first phase in the acquisition of land and the inauguration of the development programs.

The factors which surround or are involved in such over-all planning are less complicated than may be generally thought. Over-all planning depends on *two* basic factors in addition to technical knowledge. It is paramount that a desire exist on the part of private and public agencies to work together in a cooperative manner in the interests of the general welfare of the community rather than attempting to compete through "empire building." The second factor is simply the application of common sense to the expenditure of the charitable and the taxpayer's dollar.

As C. Earl Morrow stated<sup>2</sup> "Planning is forethought. It pervades the realms of all human action. Whether a man plans a business, a career, a house, or a fishing trip, he is looking into the future in order to arrange his affairs so that they will work out to the best advantage. Applied to our everyday world, planning is nothing but common sense."

It is assumed that this spirit of cooperation and the common sense attitude need no further explanation. Of importance then would be the technical know-how and procedures related to site selection and master planning for maximum use.

#### ANALYSIS OF EXTERNAL FACTORS

Since voluntary agencies are concerned with public welfare and *specialized* needs and with the responsibility of investment of donated<sup>3</sup> funds, the *expenditure of money and time* in seeking the approximation of the ideal site makes good sense and good agency policy.

Too often the pressure of immediate need, lack of funds, and the desire for immediate results without delay lead to the acceptance without second thought of open space or facilities which may, at the time, be economical, assumed valuable, and available, *without considering the various factors* which should be observed in making a decision of lasting value.

There are eight basic factors which should be used as a check list in measuring the value of a given site, as stated by planner Francis Violich.<sup>4</sup>

1. What is the essential purpose of the site? Who are its principal users? Is the use to be multi-fold?
2. Is the location right in terms of equidistant travel time for all users in the service area?
3. Is it of a size sufficient to meet present and future expected needs of the population?
4. Is the location one which is safely accessible for the maximum number of potential users? Are there major traffic arteries to cross in using the site?
5. Is the site itself free of noisy or objectionable land uses which would detract from environment needed for recreation or for instruction?
6. Does the site meet with the wishes and desires of the residents in the surrounding area?
7. Is the site properly related to other existing or needed uses in the area?
8. Has the site been weighed for its economic factors in relation to existing financial resources and budget?

Analysis of these factors should be a preliminary phase of planning and should precede decisions. *It should be noted that good site selection is only possible on the basis of objective analysis of all possible factors.*

This is the first conclusion and principle to be followed; however, assuming that each case may involve all of the above factors in varying degrees, site analysis should be based on *all* of them.

#### CRITERIA AND STANDARDS IN SITE SELECTION

Criteria and standards are relative, and no fixed rule applies in all cases. Applicable standards must vary to meet local conditions, yet adhere generally to principles. This, however, does not imply that so-called acceptable national standards<sup>5</sup> should be ignored. On the contrary, they should be used on a comparative basis geared to local needs and conditions.

##### 1. *Essential Purpose of Site*

The basic purpose of the site should be determined early. It should conform to and be a phase of the on-going program and philosophy of the agency. It should relate to and serve the existing needs of the neighborhood and/or community. It should

<sup>1</sup>George D. Butler, *Introduction to Community Recreation*, New York and London, McGraw-Hill Book Company, Inc., 1940. p. 488.

<sup>2</sup>C. Earl Morrow, *Planning Your Community*, Regional Plan Associations, Inc., New York. (by permission.)

<sup>3</sup>The term "donated" as opposed to public, infers gratuities, gifts, donations, or solicitations by direct or indirect means, while "public" infers a basic tax core structure of finance.

<sup>4</sup>Francis Violich (Professor, City & Regional Planning and Landscape Architecture, University of California) *Paper*, 6th Annual Recreation Conference, Santa Rosa, California, February 14-17, 1954, p. 3.

<sup>5</sup>For acceptable standards on which recommendations of this study are based, see Section I, pp. 201-219.



neither duplicate nor compete with already existing services of the neighborhood, if an existing program meets these needs. A multiple-use purpose should be kept in mind, making available the facilities and area to other constituents when the agency's programs are elsewhere. The base of financing dictates maximum utilization even on a rental or surcharge basis. In short, consideration should be given to all possible uses for the site prior to detailed decision on size, location, and development.

## 2. *Spacing of Sites in Terms of Travel Time by Users*

An important standard to establish in outdoor areas for recreation is the location of the facility in relation to users. While modern means of transportation and the present network and future systems of roadways are significant in the time element, ready accessibility to a non-commuting population with *specialized needs* should be considered.

Many volunteer agencies sponsoring outdoor youth programs rely heavily on volunteer leadership and supervision. The distance to and from the area to the neighborhood has a direct bearing on the availability of leadership. Moreover, the Bureau of Outdoor Recreation indicates "people want and seek outdoor recreation close by." While land space is a precious commodity in or adjacent to urban areas, open space<sup>6</sup> still exists within an hour's driving distance from the neighborhood. *Agencies, therefore, should evaluate their purpose, philosophy, and assess their past and present needs and plan for acquisitions to assure maximum available space for future generations.* Of lower year-round value is a multi-thousand dollar area on the coast of Maine, when travel time and year-round accessibility, due to weather conditions, preclude maximum usage. Year-round accessibility should be the first target.

## 3. *Size and Spacing of Sites in Terms of Present and Future Population Needs*

The character of the population in the service area influences directly the spacing of sites. Generally, a "neighborhood" is described as an area which requires and supports a given agency. This is roughly described as ranging from 5,000 to 10,000 persons. Moreover, the higher the density in the area, the more frequently the sites need to be spaced. This cannot be done, however, without analyzing the type of population and the number of individuals requiring special needs<sup>6</sup> at present and in future years. One of the main problems in planning all types of recreation areas and facilities is that of keeping facilities from outgrowing usefulness, as population trends change and composition ages and other needs arise. While voluntary agencies have inaugurated many leisure programs which became standards for *public* (tax) support, these groups should realize that today's programs may be norms for society and the public in future years. It would appear here that the principle to be absorbed is that more imagination and original thinking needs to be done in planning our over-extending suburbs, and voluntary agencies have a legitimate role in this planning.

## 4. *Absence of Conflict With Adjacent Land Users*

The provision of an adequate site — adequate in size, topography (slope, range, cover, and variety of flora) — absence of pollution and seepage, adequate in drainage, are among the major purposes of the agency, which through these can promote more and better programs. As such, the internal and buffer land area should be free from structural development. The intrusion of major commercial uses and industry, coupled with encroachment, represents inefficient use of land. External programming presents hazards due to traffic, noise, and visual distractions, as well as offensive odors. The site should be compatible to over-all programming and should be self-contained except for major or special events.

## 5. *Safe Accessibility*

With all due regard for such safety devices as signals, overpasses, and underpasses, there is no substitute for a location of the site, free from through traffic and where, in fact, through streets and highways do not bound the perimeters or cut through the property. While it may appear elementary to state, oftentimes property has been acquired with heavy traffic flow through the property, and users must cross major street or road crossings. Adequate space for buffer zones between traffic flows, entrance ways, and exits must be considered and undertaken by easement or direct purchase.

## 6. *Relation to Other Community Facilities in the Area*

In today's city there is a lack of focus in the organization of residential areas. The old world plaza or square has failed to develop as a social center in our cities, nor have we really found a substitute. The street corner prevails in some instances, the city street in others, and often the public is to blame. It lacks its *public* buildings and areas at 3:00 p.m. Agencies have the opportunity to develop recreation facilities which meet special needs, thus providing focal points in the urban pattern by developing facilities on a broad cultural base. Ideally, public recreation, school facilities, and volunteer agency facilities function well together. Such integration of related community uses has the total effect of serving the citizenry as a whole and thereby gaining greater use of *each* part.

## 7. *Economic Factors*

A most important criterion in planning recreation areas is that of economy. Agencies which are serving the neighborhood and using community funds (regardless of their source) to meet needs, must bear in mind the relative values involved in doing the job in the most practical and economical way, and realize that performance, utilization, and design accrues to the citizen as a service for his gifted dollar. In this sense, proper site selection is essential to wise expenditure of community funds. Not only should the agency concern itself with purchasing the most desirable property to meet existing needs with existing financial resources, but it must also consider whether or not the property is so located that it will meet these needs in years to come. It should realize early that further acquisition will be more costly. If the "cheap" land has major grading or drainage problems to overcome, there may be no savings in the end. However, it should be realized that swamps, valleys, hilltops, and other less desirable open-space areas are considered undesirable now, and by the next decade or so, they too might well become choice properties, depending on their use. On this, joint operations between public and volunteer agencies might well be considered and produce adequate open space and green belt properties through acquisition, providing lasting values for the citizenry they serve.

<sup>6</sup>Cultural, social, physical, and psychological.

#### 8. *Compatibility with Wishes and Desires of Residents in Surrounding Area.*

It has been found in site selections for recreation facilities that though all the residents in a community are desirous of having a particular project built, none of them wants it across the street from their house or in close proximity to their property. Today, with too little reserving of sites for facilities in advance of development, this becomes a problem since there is little choice of land near urban areas. For this reason and others related to public understanding — a rural and semi-rural public who might not understand fully the special recreation needs of an urbanized society — it is important to bring before this public the purposes to be served by the project, with the assurance that the area will remain compatible with their community life. The advantage accruing to the agency and to the locale cannot be overstated.

Two conclusions are evidenced here:

1. An orderly system for site selection is essential.
2. While intelligent site selection can be made by using reasonable standards in each individual case, some larger framework is needed in order to make certain that the overall resultant patterns will bring into proper focus all necessary factors, criteria, and standards which are governed by community interests and needs as a whole. *This framework is a city or community Master Plan with contributing master planning segments from all agencies.*

#### THE MASTER PLAN<sup>7</sup>

##### *The Master Contract plan:*

The drawing up of the Master Plan is the first process in intelligent planning. The plan includes (1) a plot layout or blueprint of the developed site and (2) the all-important recommendations for its implementation. Before it is drawn up, however, the planners, designers, and engineers make many analyses and compile much data in the form of reports, after discussions with the municipal or service agency boards, the staff, local engineering authorities, and with local community service personnel. They rely, after careful research is made, on local population projections, community needs, and structures for finance.

##### *The Phase Contract Plan:*

After the Master Plan and recommendations are submitted and approved, the planning consultants begin work on the phase plan. First, in the preparation of the phase plan, a priority schedule is developed. In brief, this schedule is a determining of the order in which each item of development or improvement is to be taken up. Second, the financial resources to be made available each year over a period of years will be projected. This projection will necessarily take into account population change, socio-economic conditions, and fluctuations in the finance base.

Mr. F. Ellwood Allen of the Allen Organization, Park and Recreation Planners, Bennington, Vermont, has indicated thoughts to be considered as planning objectives in the development of a site, which would be incorporated in an over-all Master Plan.<sup>8</sup>

#### PLANNING OBJECTIVES

- A. *Effective use of entire site*  
Every part of the property should have a definite function. Should contribute to beauty, utility or both. Intelligent use of fences and hedges help to maintain this objective.
- B. *Provision of essential areas and facilities*  
Major and primary features which make possible the activities. Incidental features receive secondary consideration.
- C. *Multiple use*  
Wherever possible, features should be designed to provide various forms of recreation at different times, hours and seasons. Convert facilities for various usages
- D. *Adequate space for facilities*  
Adequate allocation of space for play equipment, game courts, fields, and other activities. Picnicking should be allowed considerable privacy. Outdoor theatre should fit in with natural contours.
- E. *Ease of supervision and control operation*  
Some areas require constant supervision. Supervision and control dictate where each facility is to be located.
- F. *Facility of circulation and access*  
Children's areas near entrances. Walks and paths should not extend over activities areas. Parking is essential.
- G. *Utilization of natural resources*  
Don't cut trees and shrubs if they can be utilized.
- H. *Safety*  
Careful arrangement of apparatus and green courts contribute to safety. Location of roads and paths to many facilities assist in safety procedures.
- I. *Economy of construction*  
Multiple use concept. Expensive gradings and drainage can be reduced to a minimum.
- J. *Economy of maintenance*  
Maintenance costs often bear a direct relation to construction costs. Budget accordingly. Types of cleaning apparatus and careful planning in the developmental stages simplify future headaches.

<sup>7</sup>Planning Associates (School, park and recreation consultants), *Site Planning for Recreational Areas*, Mineola, New York.

<sup>8</sup>F. Ellwood Allen, "Planning and Developing Recreation Facilities," National Industrial Recreation Conference (Region One), University of Massachusetts, Amherst. October 30-31, 1961. (Address)



K. *Convenience of people using area*

Toilet facilities, drinking fountains, seating accommodations, and parking are essential services. Orientation of game courts is important in attaining this objective.

L. *Appearance*

Every recreation facility and area should present a pleasing appearance from within and without, even though a little space can be made available for plantings. Beauty can be achieved through proper architectural and landscape design.

## REQUIREMENTS OF SITE AND FACILITIES<sup>9</sup>

These recommendations regarding site, buildings, and other facilities for the most efficient and practical size camp are based on the opinions and experience of camping organizations and camp leaders throughout the country. Specific plans have not been included because they are available elsewhere and because one set of plans could not be devised that would meet the needs of varying programs, physical conditions and geographic location.

### *Master Plan*

A new campsite should be selected and developed only after a specific camp program has been prepared. This holds true for an individual owner or for a large organization.

A master plan for development of a site should also be developed before any construction is begun. In its preparation the needs of potential users will be considered, as will the types of program they wish to conduct.

The plan should include the requirements for site, buildings, and other facilities and a priority schedule for development. Consensus of camp leaders is that the priorities in development of a new site are water supply, sanitary facilities, utilities such as roads and electric lines, living quarters, and food service facilities.

### *Site Requirements*

At least one acre of usable program land per camper should be available, preferably owned by the camp, leased, or consisting of immediately adjacent publicly owned land.

The most important factor in site selection is the assurance of an adequate supply of safe water. From 30 to 50 gallons of water per person per day is required depending on the type of toilet facilities. If earth pits are used the figure will suffice, but where flush toilets are used, 50 gallons is the minimum required. In any plan the amount of water necessary for peak periods should be computed and checked for availability. Soil conditions should permit the installation of a sanitary disposal system.

In those parts of the country where it is possible, the campsite should be located in a wooded area well away from dense population. It should be protected from adverse developments by adequate buffer zones which are part of the site or which are a part of public lands located immediately adjacent to the camp boundaries. These zones should include a natural or planted foliage screen, have a minimum width of 600 feet, and extend around the camp boundaries.

The site requires a degree of seclusion and privacy. It should be accessible over good roads if year-round use is planned. It should also be located within a reasonable driving distance, preferably one, and not more than two, hours from the community it is planned to serve. This is important if year-round and week-end use is planned.

Consideration of access and distance to public utilities and protection units such as hospitals, doctors, fire and police stations and to the source of supplies is also required.

Population trends, zoning and future plans for the development and use of areas surrounding the proposed camp should be studied before a site is selected.

The uniqueness of the resident camping experience is the use of the out-of-doors; therefore, the program potential of the natural environment is of prime importance. The area should have adequate ground cover, some open areas, varying degrees and types of topography, and an adequate supply of indigenous materials. Some camp leaders would also desire open level areas for certain types of camping activities. Others would wish to set aside certain acreage to be left undisturbed and in completely natural growth.

The campsite should be as free as possible from natural and man-made hazards such as large numbers of insects, venomous snakes and poison ivy, mine pits, quarries and high-speed roads.

Other factors in desirability include the legal aspects, such as clear title, rights of way, riparian rights, regulatory codes, zoning restrictions, mineral rights and taxation.

### *Specific Building Requirements*

This section is limited to recommendations on basic factors on which there is general agreement among camp leaders.

In general, it has been found that the following are acceptable as minimum by varying camping agencies: small-group arrangement for living shelters together with a central multiple purpose lodge or picnic-type weather shelter, a central office, a central food service facility (with an arrangement that also provides for the possibility of serving meals within each of the living areas), a health lodge (infirmary), an open grassed area for meeting and program space, and swimming facilities.

Buildings should be designed so that they are appropriate to the outdoor setting, the terrain, the section of the country, and available materials. They should be simple, attractive, and functional. They should be planned for permanence and low maintenance costs.

### *Administration Building*

The entrance road usually terminates in a parking lot located near the administration building. A service road to the dining hall and trails to the living areas may radiate from the parking lot. These roads and trails must be controlled to keep unauthorized cars out of the camp living and program areas.

<sup>9</sup>*Resident Camps for Children — Present Status and Future Needs.* A report prepared by the American Camping Association, Inc. for the National Park Service, Department of the Interior, 1960, pp. 23-30.

The camp office should be easily identified and available to visitors. The administration building should contain a minimum office facility. Desk space may be desired for the camp director, assistant director, program director, and business manager. The building also provides space for the camp store, and sometimes sanitary facilities for staff and visitors. Nearby may be the living quarters for the administrative staff.

Outside access to the store and office through a window and counter set-up is often desirable. The administration building is often planned so that campers and staff need not enter.

#### *Living Accommodations*

The location of the camp and the program objectives and philosophy will determine the type of living area to be constructed. Living accommodations may vary from well-constructed, year-round facilities with heating and full sanitation to tents with separate sanitary facilities or pit latrines.

Today nearly all camps are developed on the unit plan, and it is recommended that the unit groups be designed for 24 to 32 campers and a maximum of 8 per living accommodation. These units are generally used either by different age levels or by special interest groups. Each unit contains sleeping facilities, lavatory and washhouse, and a simple shelter or lodge. The units should be separated from the other units in the camp and from the administrative group by a minimum of 400 feet. The topography is utilized to provide unit separation. The distance units are separated from one another and will vary, but the objective is to place them out of sight and hearing of one another.

The size of the individual living shelters within each unit should be in accord with recommended camper-counselor ratios, i.e., the maximum ratio of campers to staff should be eight to one. A smaller ratio of six to one is desirable, especially for the younger children. Some camps reduce this further by providing sleeping quarters for counselors but others have the counselor live in the same building with the campers. There is agreement that the counselor needs a modicum of privacy. Site conditions (terrain) determine distances between living shelters. Cabins should be far enough apart to insure privacy; the adequacy of supervision is often a determining factor. The sleeping shelter should be within 150 feet of the lavatory (or toilet facilities).

The living shelter, whether tent or cabin, should provide a minimum of 40 square feet floor space per person. This minimum is required by most State Departments of Health and is the American Camping Association standard. Maximum window space should be provided where cabins are used for sunshine and ventilation. Eaves should overhang the building to provide rain protection. In some areas, a small porch may be desirable for meetings and for limited program use. Double-deck beds should be avoided because they tend to overcrowd sleeping quarters. All beds should be so placed that heads of campers are at least six feet apart to minimize the possibility of respiratory infections. Adequate clothes storage space for both campers and counselors should be provided.

#### *Unit Lodge*

It is highly desirable to provide an adequate inclement weather shelter in each unit. This may be a simple canvas tarp of sufficient size to accommodate the group, an open shelter similar to that frequently found in picnic areas, or a closed cabin which is often winterized. The type of shelter will depend on the climate and the planned uses. The minimum size of the main room should be 20 feet by 30 feet.

A winterized lodge may provide an excellent facility for year-round use. It should have a fireplace, stove or other type of heater and an indoor or outdoor kitchen which is used in the summer whenever meals are prepared in the unit and by the winter campers. Water supply and drainage should be designed for year-round use. Sanitary facilities may be in or outside the building. In freezing climates they are often located outside so that the lodge does not have to be continuously heated.

#### *Food-Service Facilities*

The rectangular dining hall building with the kitchen wing off the center or at one end is commonly used for camps with 100-125 capacity. Some authorities believe that the food service facility should provide separate dining rooms for each unit served from a central kitchen, using designs such as the cross of the H with the kitchen in the center.

Regardless of shape, 12 to 20 square feet per person should be allowed in the dining area. Entrances and exits should be planned for easy access and for fire safety. Double doors designed to swing outward are desirable in both the kitchen and the dining room. Swinging doors are often used between the kitchen and the dining room.

The kitchen should provide space for food storage, preparation, and serving. Its size will vary, but one-third of the dining area may be taken as a rough guide. Needed working areas, equipment and storage space are the factors which will determine the exact amount of space required. A dishwashing area should be provided for hand or machine washing. Where campers wash the dishes, space and equipment will be needed for dish sanitation. Refrigeration must be planned with consideration of the proximity of the camp to sources of supply and the frequency of delivery.

Toilet and handwashing facilities are required for the kitchen staff and for camper-waiters.

The dining hall and kitchen should be as light and airy as it is possible to make them. Forced ventilation is desirable in the kitchen.

Soundproofing food service areas is desirable.

Where cookouts are an integral part of the camp program, provision needs to be made to insure effective issue and handling of returned food. Some camps provide a special stock of foods for trips and cookouts and a separate area for its preparation.

#### *Sanitary Facilities and Washhouses*

The American Camping Association standard calls for one toilet seat per ten occupants of the camp. Where urinals are used, one toilet seat should be provided for every 15 and one urinal for every 30 occupants. Some State laws and health regulations provide for other ratios.

Sanitary facilities should be provided in each living unit of 24-32 campers, as well as in the administration, food service, and parking areas. The administration and parking area facilities should be available to visitors.

Pit latrines constructed according to State regulations may be considered where they are permitted. They are inexpensive to construct and maintain, and are available for year-round use. A washhouse should be located adjacent to the latrine or it may be part of a structure containing flush toilets.



### *Shower House*

Hot water showers should be provided either in the living areas or in a centrally located structure. One showerhead for each 20 persons is a minimum ratio.

Roofless shower areas have proven satisfactory in many parts of the country. However, where other than summer use is contemplated, the showers need to be enclosed and the building heated. The shower house needs maximum air circulation and floor drainage. Shower wastes should empty into the camp's sewage disposal system.

Laundry facilities are sometimes made a part of the shower building.

### *Health Lodge*

A simple health facility traditionally known as an "infirmary" generally provides the following: accommodations for the nurse, a dispensary or first aid room, a ward, and sanitary facilities. The building should be easily accessible for emergency transportation.

The building should be isolated from the activities area, but close to food service. The number of beds in the ward and the size of the building depends on such factors as the distance to the nearest hospital, camper's home, and length of camp periods. One bed for each 20 persons will generally suffice. As a general rule, seriously ill children should be removed from the camp. The health lodge should not be utilized as a place for extended care.

### *Administrative Staff Housing*

Living facilities need to be provided for the director, assistant director, program director, office staff, food service personnel, and other specialized staff members. Some may need to be designed for use of married couples.

A home for a year-round caretaker superintendent is needed wherever one is employed. This facility is sometimes combined with the maintenance and storage areas, or may be in a separate structure located close to the superintendent's quarters.

Garage and storage buildings are also a part of the maintenance centers in some camps.

### *Requirements for Other Facilities and Areas*

#### *Council Rings*

A campfire or council ring is often provided with adequate seating space for the entire camp. It should be located in a secluded spot. A smaller ring may be made available for each unit. Comfortable seating arrangements are needed for both.

#### *Roads and Parking Area*

A paved or graveled area for parking should be provided near the administration area. A nearby grassed area is desirable for overflow parking during peak needs, such as "change" days, and special events.

The main entrance to the camp should be planned for appearance and safety. The character of a camp is often expressed by this first contact. Simplicity and appropriateness as well as practical considerations will guide the design.

The primary access road should also be planned for safety, attractiveness, and ease of maintenance. Vegetation at the sides of the road should be trimmed back to provide a clear view. It should provide direct means of access to the administrative area and parking lot. The access road should circle and not cross areas of high use.

#### *Open Grassed Area*

A cleared open area for assembly, play and overflow parking is desirable. Square and folk dancing, mass games, and archery are some activities which also need open areas. Surfacing of the area should be avoided where possible; grass is the preferable surface cover.

#### *Recreation Building*

The necessity for a large indoor recreation area depends on the camp program. When the camp is used year-round or where there are extended periods of cold or rain, a building of this type may be a necessity. It generally contains a large hall, a stage, and dressing room.

#### *Staff House*

It is important that adequate space for staff off-duty recreation be provided. Sometimes this structure is designed for other uses when the summer camp is not in session.

#### *Campcraft Area*

An outpost area at some distance from the main camp that can be used for teaching the simple skills of living in the outdoors is desirable.

#### *Swimming Area or Pool*

In most parts of the country swimming is considered to be an essential part of the camp program. This may be a natural area or a swimming pool.

The National Swimming Pool Institute's standards for swimming pools should be reviewed when pool construction is under consideration.

Natural swimming areas may have a simple waterfront layout, with a controlled entrance and exit and a modified L or F type dock. The non-swimmers' area may be 3 to 3½ feet in depth, and that for novice swimmers from 3½ to 7 feet. These areas should be clearly marked by the dock or floats, ropes, or buoys.

## **PROPOSED STANDARDS FOR RESIDENT CAMPS**

### *The Number versus Population*

In view of the population expansion and the urban rush for open space, planners are confronted with the problem of determining first, the projected population; second, the number of this population that will, should, or want to enjoy a resident camp experience; and third, the number of areas needed to satisfy this need.

Related literature reflects the following consensus of opinion:

"Standards were recommended as to the number of 96-camper capacity camps needed for each 10,000 population. These amounted to 1.5 camps per 10,000 population to provide a one-month experience each summer for 20 percent of the children aged 9-16, or 0.6 camps operating for five two-week sessions to provide a shorter camping experience. Application of these standards to (United States) forecasts results in estimate for 1980 of over 40,000 camps needed if the camps provide two one-month sessions, or 16,000 camps holding five two-week sessions, with camps averaging 96-camper capacity."<sup>10</sup>

In an earlier report, *Organized Camping*, Georgia, 1940<sup>11</sup>, the following was stated:

"... A camp with a capacity of one hundred persons should be provided for each 15,000 population. This would provide one week of camping experience for 20 percent of the total population, assuming that the camp would operate 30 weeks each year. . . ."

The State of California established the following formula in 1939 which related to population ratio and the number of camps:

"... It was assumed that each individual should have the opportunity to camp twice during his age period between 10 through 17. Assuming again that 10 percent of this group is not available for camping, the task then for camping authorities is to provide camp periods for the remaining 90 percent. The formula further included the camper period based on the California average of 8-9 day periods per camper. Thus, each child should camp twice during the eight-year period of his life which necessitates provision in resident camps for 22½ percent of the children. . . ."<sup>12</sup>

Two American Camping publications, *Camping at Mid-Century*, and *Marks of Good Camping*, indicate marginal referrals to this ratio between campers and general population; however, studies infer 1.5 camps per 10,000 population is adequate.

It should be noted, however, that this study approaches the problem of organizations which *do* sponsor camps. It is realized, as has been supported in other similar and related studies, that prospective clientele, for the most part, *must* belong to the organization, or have been referred by another similar organization which suggests membership requirement, before they are eligible for camping. Municipally<sup>13</sup> sponsored camping appears as a partial solution to this need.

#### AREA CAPACITY — SUPPLY AND DEMAND

Authorities in the field of outdoor education and camping have cited their views on the optimum minimums and maximums for clientele user groups in a given setting.

*Resident Camps for Children* indicated,

"... The average capacity in 1958 was 134 campers. Opinions of leaders in the camp field tend to reflect an optimum minimum of 100 to 125 campers, and a maximum of 125 to 150, or possibly up to 200. General practice is for the development on the unit plan, and it is recommended that unit groups provide for 24 to 32 campers, with a maximum of 8 per structure. . . ."<sup>14</sup>

Julian Salomon, outstanding camp consultant, stated in his *Camp Site Development*<sup>15</sup> that for maximum efficiency, a camp should not exceed 125 to 150 campers under one administrative unit. Professor Julian Smith,<sup>16</sup> outdoor education specialist, has expressed the same view, while Professor Reynold Carlson<sup>17</sup> has cited that he recommends a facility for 100-125 campers.

Studies<sup>18</sup> relate that an organization *should not* purchase property with the intent of sponsoring and promoting camping until it has reached an on-going camper group of 100 per 2 week period. Programs should be conducted on an experimental basis on rented or leased property until the number of users reaches this number.

#### FACTORS INFLUENCING CAMP CONSTRUCTION COSTS<sup>19</sup>

Some of the more important factors that will influence costs for a resident camp are:

Location at a great distance from a source of labor supply.

Materials that need to be transported a great distance as compared to those abundant locally.

Year-round use in the colder areas of the country because foundations, water and sewer lines must be constructed to withstand freezing.

Soil conditions which make sewage disposal difficult.

Water, where the source is difficult to develop.

Building codes and regulations which may increase construction costs.

In areas of high fire hazard, the provision of adequate safeguards which may add greatly to building costs.

The above factors indicate some of the camp problems encountered when attempting to estimate the cost of camp construction. It is the consensus of qualified persons in the field of camp development that at this time it would cost

<sup>10</sup>*Ibid.* p. 4.

<sup>11</sup>*Organized Camping*, Georgia, 1940.

<sup>12</sup>Victor P. Dauer, *Survey of Camping Needs in Central Washington*, A report for the National Park Service, Pullman, Washington. 1956, p. 65. (Total pages — 96.)

<sup>13</sup>Public School Camps/Municipal Recreation Departments.

<sup>14</sup>*Resident Camps for Children*, op. cit., p. 4.

<sup>15</sup>Julian H. Salomon, *Camp Site Development*, Girl Scouts of the United States of America, New York, 160 pp., p. 16.

<sup>16</sup>Personal Letter, Julian Smith, Professor of Outdoor Education and Camping. Michigan State University.

<sup>17</sup>*Resident Camps for Children*, op. cit., p. 22.

<sup>18</sup>See Related Literature — Appendix.

<sup>19</sup>*Resident Camps for Children*, op. cit., p. 31.



between \$125,000 and \$175,000 to construct a camp of 96-camper capacity for summer use only. These figures will generally apply to a camp with the following facilities: A camp developed on the unit plan, with three units of 32 campers each, each unit to have simple cabins, a wash house with flush toilets and a program shelter of permanent construction. The camp would also have a central dining hall and kitchen, central shower facilities, infirmary, administration building, housing for administrative staff and service personnel, and a waterfront on a natural body of water. This cost might be reduced by the use of tents (on platforms) rather than cabins and by using pit privies rather than flush toilets.

*Year-Round Use.* For year-round use, and 96-camper capacity, it is generally agreed that 30 percent to 40 percent would need to be added to the estimated cost of construction for summer use only. Severity of weather conditions will be a substantial factor in cost for winterization. In some areas even winterized camps are not used in the very coldest months. In some camps only a portion of the facilities are winterized, which reduces the cost and the camper capacity accordingly.

## ACQUISITION OF OPEN-SPACE PROPERTY

Private agencies and private citizens have fewer legal ways to acquire rights to land than do public agencies. Conversely, however, they are less restricted in the legal procedures that must be followed to acquire parties use rights or full fee title. Rights to land are usually acquired through purchase, gift, inheritance, trade, lease, permit, or easement.

These private recreation developers hold land in a variety of ways. They may own both land and facilities, lease both land and facilities, own facilities and lease land, or hold, through permits or leases, use rights to resources needed only periodically.

For the most part, existing areas have been acquired by direct purchase with a quitclaim deed. There have been and are some problems associated with this type of acquisition as discussed in the Legislation Section. Other properties have been given to the organization by a donor with various *fee simple* attachments and in essence, future development and disposition are tightly controlled within legal boundaries.

Towns and cities in Eastern Massachusetts are faced with the same problem — that of preserving open space from urban sprawl for its aesthetic or scenic qualities. While little is being done cooperatively between agencies and public groups, there should be a greater cooperative effort between the town planning boards, town conservation commissions, and green belt associations, and agencies in the establishment and utilization of areas designed primarily for their scenic values. Land and interest in lands that will serve the broad purpose of resource conservation and recreation can be tied to a comprehensive planning effort.

While the importance of aesthetics can be lauded, it has an even greater importance in the area of economics in which the stature of Eastern Massachusetts landscape is preserved for country living. The towns and cities, within the vein of economics, have always lived by their wits. This continues. The towns' attraction to new residents, as well as old, is tied directly to what kind of place it is to live in. Open-space lands — forests, woods, streams, swamps, bogs, valleys, mountain tops, and dales,— enhance the livable quality.

By nature of the charitable or non-profit tax structure (see Section on Taxation) within Massachusetts, New Hampshire, and Maine, agencies pay a token sum or none at all, yet oftentimes choice property lies within the confines of the town which would enhance the tax dollar considerably if the land were used for or by subowners, private taxable organizations, or industries.

The towns and the agencies can join in an open space plan, and through the town Planning Board can join an even greater open space plan of regional significance. If such a plan could be within the existing town legislation, all members of the community could profit. Agencies and towns could profitably use the existing machinery as established by the Massachusetts Association of Conservation Commissions.<sup>20</sup>

In each of these instances, operating agencies would enter into easement or contractual agreements in the same fashion as private citizens in the preservation of certain tracts of land.

It should be noted, however, that by entering an agreement for preservation of open space, it does not give control and use of tracts to the local government. On the contract right of way or rights to use would remain strictly within the dictates of the agreement and within the operational policies of the agency. Nonetheless, this would enhance, and rightly so, the effectiveness of public relations. Moreover, the town would be assured that certain parcels of land would remain as "country" in lieu of taxation. There are specific areas which should be considered early in a mutual acquisition for the benefit of both organizations. These would be the following which are being rapidly depleted, or are diminishing from the landscape.

National studies and reports have projected specific open space properties that should be considered imperative to be saved here in Massachusetts now. A joint venture in preservation could be undertaken by agencies and local governments as part of an overall regional plan.

- |  |   |
|--|---|
| 1. Ridge tops  | 6. Flood plains   |
| 2. Forest lands                                      | 7. Valleys and dales                                      |
| 3. Farm lands  | 8. Watersheds   |
| 4. Pollution curtailment, elimination, and abatement | 9. Rivers, ponds, and streams                             |
| 5. Coastal wetlands                                  | 10. Motor boat zoning or control through water use zoning |

With the agencies operating through the Recreation, Informal Education and Group Work Division of United Community Services (a planning, budgeting, coordination, and research group), liaison and coordination through the following agencies should be considered immediately for mutual acquisition or control of additional open space.

- |  |   |
|--|---|
| 1. Massachusetts Department of Natural Resources   | 5. Director of State Colleges                                     |
| 2. Metropolitan District Commission  | 6. U. S. Department of Agriculture, Cooperative Extension Service |
| 3. Massachusetts Department of Public Works  | 7. Action for Boston Community Development                        |
| 4. Massachusetts Department of Education   | 8. Town Planning Boards   |
| 9. Town Conservation Commissions in association with Massachusetts Association of Conservation Commissions |   |

<sup>20</sup>Stuart DeBard. Massachusetts Association of Conservation Commissions. Private Conservation Groups, Accidents, Tax Title Land, and Other Matters. Bulletin Number 4. May, 1963.

By working closely with town planning boards in the development of buffer zones for protective measures and the conservation of natural resources, agencies will find this to their mutual advantage. For the most part, agencies have not aligned themselves with town planning boards in locales where their properties exist, and this is similarly true with town conservation commissions.<sup>21</sup> In fact, in a large number of instances the thought was considered repugnant to agencies. These alignments should hold a high priority. There are many specifications called for as dictated by background material, but the program should be bold, it should be simple, and it should reinforce the traditions of local initiative. It should emphasize the role of the local private landowners, the non-profit operative, and the local citizen group. Moreover, it should exploit the Massachusetts Yankee bent for inventiveness.

In a cooperative venture, the previous ten factors are surveyed as immediate needs.

## NON-PROFIT OWNERSHIP AND TAX EXEMPTION

On the question of the role of the tax structure that is aligned with private large land holdings, William H. Whyte commented in *Connecticut's Natural Resources — A Proposal for Action*<sup>22</sup>:

"When the tax question is looked at from the community's point of view, it becomes evident that more than farmland (or open space) is involved. There are other open space uses of private land which serve the public interest and which the public should reflect in its use of the taxing power. Three categories might be established: agricultural and forest, recreation, and resource land. Under recreation, for example, golf clubs (as well as private nonprofit camps) could be registered; even though they may be private, the public does have an equity in their continued openness, and it should not tax it in new developments. Under the resource category, the community could designate water supply lands. These could be a vital part of the community's open space, and if they are, they should not be assessed at their potential subdivision value."

Inasmuch as publicly owned property and property held in trust or ownerships by non-profit agencies is generally exempt from taxation by local authorities, the amount of such property in any particular town may have great significance from the standpoint of local government and the local taxpayers. This becomes especially true when areas serve a clientele or user group from another geographical locale, Metropolitan area, or town and the property affords little, if any, contribution to local community life.

Moreover, publicly owned property and non-profit agencies previously mentioned are not the only property excluded from taxation. To this must be added holdings owned by various other semi-public institutions such as educational, charitable, and religious organizations. Some towns, with a large amount of either one or a combination of both types of tax exempt property, are faced with the serious problem of meeting local government expenditures on a contracted base of taxation.

In considering the presence of tax exempt property in a community and its impact on local fiscal conditions, allowances should be made for the benefits often derived by the local population and the community as a result of the open space in evidence or the activities connected with it. When public or semi-public property involves large scale construction, such as new buildings for the purpose of increasing the number of users or user groups, new values are created, which might not have developed otherwise. Nevertheless, such construction creates an additional burden for the community, which ordinarily must expand its existing services or provide entirely new facilities such as roads and, in some instances, fire protection, police protection, sewerage control, and water services.

There are two legitimate thoughts here — one from the view of the operation and the other from the local government and the residents from the community it represents.

1. The towns should encourage the retention of open spaces — farmlands, camps, and the like — with a re-examination of the tax assessment policy. Through the provision of the town grant program, considerable good can be done to reduce the pressure of haphazard development of existing open space. This is important to the agency and it is as equally important for the community to realize that specific acreages should remain in "perpetuity" open in their natural state. By nature of the existing open space, preservation should be in the forefront.

2. The agency, by nature of its non-taxable structure, should realize that it does in many instances control choice property within the confines of the town in relation to contractor or builder price and, if the property so mentioned were under private ownership, a considerable amount of tax monies could and would accrue to the town budget. The agency, therefore, should assure the town, by virtue of the reduction of non-existence of a tax, that good conservation practices shall be strictly observed and the aesthetics of a "green belt" code shall continue as wildlife sanctuaries or natural preserves.

As a combined effort, the town and the agency should actively cooperate through the use of legal machinery to acquire easement rights for specific flora plains, swamps, hillsides, hilltops, and through a cooperative venture assure the permanency of their natural qualities.

While the various agencies give "lip service" to cooperation, there is no documented evidence that anything as straightforward as mentioned above is being done.

It should be noted that tax revision raises many complex questions and would require a thorough study by the General Court. If it is geared to the over-all resource and open-space effort, it would not be special legislation. The public's equity is just as strong as the agency's, and there is a strong indication there would be cooperative support in such an effort.

<sup>21</sup>For complete listing, see Appendix.

<sup>22</sup>William H. Whyte, *Connecticut's Natural Resources — A Proposal for Action*, State of Connecticut, Department of Agricultural and Natural Resources, Hartford. June, 1962, p. 28.



## CHAPTER XI

### *Liaison for Outdoor Education and Recreation*

" . . . I have never met a fool  
at a mountain top . . . ."  
Geoffrey Winthrop Young

#### AGENCIES AND SCHOOLS

The role of school camping is not new to New England and Metropolitan Boston. Neither is the utilization of non-profit agency facilities for school camp programs. One of the most progressive school systems within Metropolitan Boston is the Newton system under the superintendency of Dr. Charles Brown, one of the nation's brilliant educators. Commenting on the Newton system, which incorporated school camping with the Sargent Camp of Boston University, but now utilizes the Boston-based YMCU camp area in Greenfield, New Hampshire, *Time* magazine stated:<sup>1</sup>

"Most U. S. school systems are so busy corseting the population bulge that much of the reform in the U. S. pedagogy is passing by them. Among the happiest exceptions is Newton, Massachusetts, a Boston suburb with a population of 95,000 (up 13,600 since 1950) and a tradition of academic excellence that goes back to 1848, when Horace Mann founded the first normal school there. Newton is probably the most creative school system in the U. S. today — an 'island of change,' as the educators call it, that is rivaled only by much smaller Winnetka, Illinois (population 13,400). 'Newton never seems to be afraid of a new idea,' says Harvard Education Professor Harold Hunt. 'There ought to be more Newtons all over the United States.'

Give or take a characteristic, Newton resembles many other well-to-do suburbs. . . . What makes Newton different is its refusal to mistake physical growth for educational progress. The town is proud that it planned its schools so well that it has never had a single day of double sessions, prouder that as a pioneer in spotting potential failures, it has cut its dropout rate almost to zero. This concern wins rewards: since 1962, Newton has received more than \$500,000 in foundation grants for refining new ways of teaching everything from nursing to geography to business history. . . . Such is the cutting edge of U. S. school reform — the work of teachers who care and are free to care. 'We must show teachers that we value their intellectual growth,' says Superintendent Brown. 'This country has to support the kind of programs necessary to produce first rate teachers.' That Newton has done, setting a pace for schools everywhere — if only they care to follow."

Two experiments in school camping were inaugurated in Michigan and California in 1946. The W. K. Kellogg Foundation assisted with the financing of two year-round school camps for fifth and sixth grade children in Michigan. At Clear Lake Camp near Dowling, Western Michigan College of Education conducted a five year experiment which ended in 1950 to determine the value of camping for pupils and for teachers training. St. Mary's Camp near Battle Creek is operated by a Board representing the county schools.

Both camps offer pupils at the fifth and sixth grade level two weeks of camping experience. Both attempt to dovetail that experience into the regular school program. The campers are accompanied by two teachers and each camp has a regular staff. Every effort is made to give children opportunities for learning by doing and to see that they reap the educational advantages of living together. Special emphasis is placed on things that can be taught naturally and effectively outdoors. For example, the study of Michigan history is included in the sixth grade curriculum, and lumbering occupies an important place in that history. They see a tree felled, aid in swamping, splitting, and cutting it into firewood length. They learn about the tools needed and the proper use of tools. Finally, they visit a nearby sawmill, and this is an exciting as well as a meaningful project.

The City-County Camp Commission of San Diego, California developed in 1947-1948 a well-rounded school-camp program which permits all public school students of San Diego City and County, in grades five through twelve, to have a week of camping experience. Some thousands of elementary school children have attended Camp Cuyamaca which was opened in March, 1946. In January, 1947, Camp Paloma was opened as a work-experience center for senior-high school students; campers spend four hours a day, for which they are paid, in rebuilding and improving camp facilities, have three hours of supervised study, and a rich recreation program. Some 700,000 acres, embracing mountain, beach, and desert areas, are available in San Diego's program.

Former United States Commissioner of Education John W. Studebaker stated:<sup>2</sup>

"It happens too, that school camps could be planned now in many communities without increasing very much, if any, the contemplated overall expenditures for school expansion. . . . The period at the school camp would be rich in opportunities for learning by doing. Camping experiences, for example, provide ideal opportunities for practicing democratic living. In the comparatively simple environment of a school-camp, children would rapidly see the reasons for having some rules and regulations. To some extent, they could participate in making those rules, and in planning various camping activities. Each day would offer opportunities for learning how to get along with others, work with others, and share responsibility . . . . The school camp would also provide an opportunity for learning about health and hygiene, not through abstract study, but through the formation of good health habits and the consideration of the problems which naturally arise in connection with such services as the provision of food and water supply. . . . The school camp environment would present enough work opportunities to inculcate habits of regularity and responsibility."

<sup>1</sup>"Teaching — Island of Change" *Time* magazine, Vol. 83, No. 4. January 24, 1964, p. 40-41.

<sup>2</sup>John W. Studebaker, "Why Not a Year-Round Educational Program?" *The Journal of Educational Sociology*, Volume 21, Number 5. pp. 270-271.

Outdoor experience and camping are justified as a part of the curriculum because of their health and recreation values, but there are more basic reasons. It has been proved in educational research that *we learn most through direct experience, we learn faster, the learnings are retained longer, and the appreciation is greater.* Realizing 81 out of 82 camping areas within this Study are not being *fully* utilized for year-round programs, why delay in putting this program into full operation? As a postlude to the thought, reasonable men everywhere would say it is neither practical nor wise to move all education outdoors. The subject matter of the curriculum should be divided on the basis of *where it can best be learned — inside the classroom or outside.*

In a communication with the late Dr. Lloyd B. Sharp,<sup>3</sup> one of the nation's foremost school-camp authorities and former executive director of the National Camp-Life camps, information was requested regarding the inauguration of school-camp programs. The following was received:

“ . . . A few sound guide posts in starting a school-camp program are:

1. Regimentation should be avoided.
2. No matter how well-planned the activity, unless every camper participating has had a hand in the launching of it, it will not be as complete or meaningful an experience as is possible. It may in some instances be harmful.
3. Primary emphasis should be given to helping the camper discover himself, his place in the group, his contribution to it, and his understanding of how people live together.
4. The program content should be centered in the out-of-doors; it should give campers a fuller understanding of our natural resources and should teach them to value some of their own problems connected with man's basic needs for food, clothing, shelter, group living, and spiritual uplift.
5. The camp should motivate its program for causing the children to do for themselves and to solve their own problems. It should emphasize experience by putting the natural materials into the hands of the students at the spot where such materials are naturally found.
6. Camp life should give youth the optimum chance for serving others first and making self secondary to the group.
7. The leaders of the camp, the counselors, and the teachers should live with the campers and have common experiences with them.
8. Whatever the learning and whatever the philosophy, camp from the point of view of the camper is for fun, and it should be so conducted that both campers and staff find it so.

. . . As education turns to the outdoors to complement classroom study, conducts school camps, and prepares teachers and administrators to carry out the program, there is real hope for the development of self-reliance and understanding so essential in our American way of life.”

Schools and Agencies: Can we do it? As demonstrated by the Newton and Dedham School systems, school camping can be a phase of the regular school program utilizing private agency properties.

#### SCHOOL APPROPRIATIONS<sup>4</sup>

The statutes and case law relating to school appropriations richly warrants a separate chapter. Ch. 71, Sec. 34 provides that a town must provide an amount sufficient for the support of public schools. This has been interpreted to mean such sums as the school committee estimates is required for operations which are mandatory and also for such optional or permissible operations as the school committee deems expedient to be undertaken.

The building of new schools and transportation of pupils are the two main exceptions. If the town fails to appropriate the estimated amount, a petition filed by ten taxpayers may establish a deficiency and a sum equal to twenty-five percent thereof.

“Said court may order that the sums equal to the deficiency be appropriated and added to the amounts previously appropriated for the school purposes of such city or town in the year in which such deficiency occurs and may order that the amount in excess of the deficiency be held by such city or town as a separate account, to be applied to meet the appropriation for school purposes in the following year.”

#### *Kind of Activity*

Among the items mentioned in the cases which are proper for appropriation under this power are:

Instruction, including salaries of teachers, books, supplies and other expenses; operation of school plant, including salaries of janitors, telephone, fuel, light, water and supplies; plant maintenance, including repairs and outlays (typewriters), health, including salaries, supplies and items or emergency treatments; library, graduation expenses, administration, lunch room expense, driver education expense, and vocational education expense, if the school committee is in charge of vocational schools. The expenses of a school committee at a convention in San Francisco are proper, too.

#### *Segregation of School Budgets*

It has been held (above) that non-obligatory transportation may be segregated. *Leonard vs. Springfield, 241 Massachusetts 325*, held that salaries for summer school could be used for a salary increase for regular instruction. The case is not clear whether segregation was involved. In *Day vs. Newton, 342 Massachusetts 568*, out of state travel was stated to be subject to a special appropriation. In discussing this point the Court said that the out-of-state travel item did not have to be sub-divided into sub-items for different persons or for different purposes. It added:

“Of course, nothing in our holding will prevent an appropriating body from ferreting out and excluding patently illegal items or sub-items in any category of expenditure.”

<sup>3</sup>Personal Letter, Lloyd B. Sharp, Professor of Outdoor Education and Recreation, Southern Illinois University, Carbondale, Illinois. September 24, 1963. (Dr. Sharp's untimely death occurred shortly after this correspondence in Mayo, Florida, where he was assisting in the development of youth camps.)

<sup>4</sup>Stuart DeBard, *Massachusetts Finance Committees Bulletin*, p. 31-32.



None of the above cases has considered the applicability of Ch. 70, Sec. 10 (added in 1948 after many had been decided). It reads:

"School committees shall annually, in submitting estimates of the amount of money necessary for the proper maintenance of the schools, include their estimate of the amount of school aid the town will receive under this chapter, and of other reimbursements to be received from the commonwealth on account of the support of schools. In making recommendations for appropriations for the support of schools, the finance committees of towns and similar committees in cities shall specify the estimated amount to be received as such school aid or reimbursements from the commonwealth and the amount to be raised by local taxation . . . ."

The word "estimates," referring to school committees and "recommendations for appropriations" referring to finance committees "should imply more power in the latter than the courts admit."

An objective study on the social, emotional, intellectual, physical, and democratic group living effects on the sixth grade classes, and the influence of school camping on the instruction was completed in 1958 by Herman Kranzer at the University of California.<sup>5</sup> The value of school camping, while not denied by any, is projected in the Kranzer synopsis.

"The purpose of the study was to measure objectively the social, emotional, intellectual, physical, and democratic group living effects of a continuous 5-day school camping experience on two sixth grade classes. A subsidiary problem was to study the influence of school camping on the improvement of instruction in its broadest sense.

Two groups were drawn to compare the effects of camping experience on the sixth graders. They were equated with respect to age, sex, IQ, socio-economic status, and home and school environment.

Two standardized tests and four sociograms were used as evaluating instruments — Wood's "Behavior Preference Record," Elementary Forms A & B to measure the development of democratic ideas, skills, and practices, and "Haggerty-Olson-Wickman Behavior Rating Schedules" to determine intellectual, physical, social and emotional adjustments. The two groups were rated twice — two weeks before and two weeks after camp; results of the data were tabulated and analyzed in terms of raw score gains and significance levels of observed differences between means of equivalent measures.

The subsidiary information concerning the influence of school camping on the improvement of instruction was obtained by using a variety of objectives and semi-objective instruments and procedures. A "before-camp and after-camp" rating of the teachers' effectiveness was made using Baxter's "Rating Scale of the Teacher's Personal Effectiveness." The data were tabulated and analyzed for gains or losses on the various characteristics rated. Questionnaires concerned with the emotional implications and values of school camping were administered to parents and camp visitors. These questionnaires were subjected to item analysis and frequency distribution treatments in order to facilitate interpretation. Teachers kept a log of pre- and post-camp classroom activities and were asked along with the student counselors to submit statements of evaluation in narrative form. The logs were surveyed for types of activities according to a list of criteria in order to provide some insight into the quality of instruction while key statements from the evaluations were presented for analysis.

#### Conclusions:

1. School camping seems to effect desirable social and democratic behavioral changes among sixth graders more rapidly than might take place in the regular classroom.
2. Sixth grade boys and girls of low mental abilities may tend to improve slightly in critical thinking as a result of a camp experience.
3. School camping seems to have no significant effect on children's stated preference for various characteristics of democratic behavior.
4. As shown by teachers' ratings, total group social gains accrue as a result of school camping beyond normal classroom expectancy.
5. In the opinion of teachers, school camping appears significant to improve general classroom behavior over a period of time in which similar gains do not usually occur in a regular school program.
6. Intellectual, physical, and emotional traits are not significantly affected by a school camp experience, nor are common problem behaviors, according to teachers' ratings.
7. No significant changes, trends, or patterns in group associations or dis-associations occur as a result of school camp.
8. School camp appears to have no significant measurable effects which are related to sex or I.Q.
9. According to student counselor ratings, teacher effectiveness improves after a school camping experience.
10. Parents appear almost unanimously to favor school camping, and attribute a variety of social, intellectual, emotional, and physical values to this activity.
11. Health, social, and emotional outcomes, including good teacher-pupil relationships are derivatives of school camping.
12. School camping seems to stimulate types of classroom activity which are consistent with good instruction.
13. According to teacher and student counselor evaluation, school camping helps to improve group and teacher-pupil relationships, increases motivation for classroom work, and results in noticeable social gains for many children.
14. In the function of teachers, parents, student counselors, and visitors, school camping effects more favorable social and democratic behavior changes in children than children themselves indicate on the 'Behavior Preference Record'."

<sup>5</sup>Herman C. Kranzer, *Effects of School Camping on Selected Aspects of Pupil Behavior — An Experimental Study*. (D). University of California, Los Angeles, 1958. Microfilm. (UCLA Education Library.)

## FUTURE TREND OF SCHOOL CAMPING

There is an apparent trend with regard to the inclusion of school camping programs in the United States. While there is interest among school administrators<sup>6</sup> and they represent complete agreement with regard to the roles outdoor education and camping play in the educational system, they cite the following as chief factors which present obstacles in the progress of school camping:

1. Lack of public acceptance and support of the movement
2. Lack of available sites
3. Insufficient funds
4. Untrained personnel

The array of obstacles as cited does not indicate which of the factors are of greater or lesser magnitude. It is assumed each obstacle merits consideration and equal importance, depending upon the situation and the locale.

In acknowledgement of these factors, the following may be cited:

1. *Public acceptance* — All avenues of public relations should be utilized to acquaint the general public with the values and interests of the general public in outdoor education and camping. Public appreciation and interest are fundamental in the establishment of any on-going program. While it is not difficult to interest individual parents, a basic program must be assembled to sell the general public in light of non-existent tax structures among various towns in the Metropolitan complex.

2. *Lack of Available Sites* — In many instances accessibility to a given area poses problems; however, this is not true in all instances. Twenty-five areas exist within 25 miles of downtown Boston. To aid in the solution, local agencies, as well as Federal and State agencies, need to cooperate in making available suitable sites for camps or the on-going use of their facilities during the academic year. Of paramount importance is that agencies give consideration to all-year use when planning or constructing camps. In the main, these agencies use facilities only part of the year, leaving opportunity for public educational use.

3. *Insufficient Funds* — While Chapter 71, Section 34 of the Massachusetts General Laws provides that a town must provide an amount sufficient for the support of its public schools, the tax core is basic and there should be appropriate additional "permissive" legislation by the State, if desirable school camp programs are to be established on a legal financial basis.

4. *Untrained Personnel* — Additional workshops and in-service training need to be made available. Undergraduate institutions offering a degree in education should give strong consideration, if not mandatory orientation, to this area of outdoor education and an opportunity for specialization for those who have a strong interest in this area.

There is strong consideration that consolidation of school camping programs among school districts should be considered in the same light as regional schools.

## HOSTELS

Operating in conjunction with existing camps and outdoor areas, hostels would be a natural. At present, Municipal Boston has only one hostel.<sup>7</sup> According to the records of tourist bureaus, the American Youth Hostels, Inc., and discussions with operators, a need for more hostels exists, and a vast interest in developing more hostels is present.

The table on page 98 indicates attendance figures from 1958 to 1963.<sup>8</sup>

### *What Is Hostelizing?*<sup>9</sup>

"Hostelizing is many things to many people, and different things to different people. Those who have hosted longest, however, agree that this diversity is one of its principal assets. It can be a big part of one's life, or a small insignificant part. Nevertheless, big or small, the many facets of hostelizing have one common denominator — the existence and use of hostels. They give a common base and a continuity of purpose to the seven numerators of the hostelizing program."

1. *Hostelizing Is Travel Under Your Own Steam.* Some prefer to say that it is travel by elemental means, such as on foot, by bicycle, canoe, sailboat, skis, or any other way where there is no motor. This is not a condemnation of motorized progress, but a reaction to it, an assertion that the attainment of an objective largely through one's own physical resources is highly satisfying and meaningful in an age when man has contrived endless schemes and devices for making life physically easy. Another part of this philosophy is the emphasis on travel. It may be a hike around the back forty or an extended trip by bicycle over most of Europe but, in either case, the object is to go from one place to another, preferably via a route that, in itself, provides a challenge and memorable experience. The use of hostels, whenever possible in this endeavor, is a definite plus feature.

2. *Hostelizing is the Development of Special Skills.* These may be as simple as how to back pack along a trail or as advanced as how to climb the Matterhorn, but in any event, they are skills which most of us would not have the opportunity to develop in our normal day to day lives; yet they are skills which invariably make us more self-sufficient, more mature, and more appreciative of life itself. In some cases, the skill is learned through formal training programs conducted by some element of the AYH organization, but mostly one learns by the example of others who are proficient.

3. *Hostelizing Is Physical Fitness.* It seems that we have become preoccupied with obesity; we feel guilty about the flabby American, and we spend millions of dollars in the search for physical fitness. Unfortunately, the recommended solutions are often as bad as the problems. Physical fitness is a natural by-product of hostelizing because fitness comes from use rather than

<sup>6</sup>For a complete list of school administrators, see Commonwealth of Massachusetts, Department of Education, "Educational Directory, 1964." Department of Education, 200 Newbury Street, Boston 02116.

<sup>7</sup>Boston Christ Church Youth Hostel, 1620 Dorchester Avenue at Dix Street, Dorchester, Massachusetts. Two blocks from Fields Corner.

<sup>8</sup>American Youth Hostels, Inc. *A.Y.H. Annual Report 1962-1963*, 14 West 8th Street, New York, N. Y. 10011.

<sup>9</sup>Anthony L. Pranses, Past President, American Youth Hostels, Inc., "What is Hostelizing?" *A.Y.H. Hostel Guide and Handbook*, 1963-64, New York, N. Y., p. 3.



TABLE I\*\*

Area	1958	1959	1960	1961	1962	1963
<i>Maine:</i>						
York	131	C	C	C	C	C
<i>Massachusetts:</i>						
Boston						
(Dorchester)	710	C	536	584	625	810
Dennisport	..	..	100	291	C	C
East Colrain	197	139	134	164	161	242
East Dennis	63	213	NR	C	C	C
East Sandwich	603	660	667	612	627	934
Gloucester						
(Cape Ann)	..	188	C	1,057	917	1,416*
Harvard	154	240	162	189	259	342
Ipswich	87	C	C	C	C	C
Kingston	..	..	22	110	C	C
Nantucket	1,367	1,481	1,600	2,016	2,129	2,100
New Bedford	10	198	91	7	53	79
Pittsfield	256	380	421	457	576	563
Provincetown	63	C	386	334	596	C
Sheffield	233	205	199	210	268	368
Springfield	296	220	180	393	257	452
Sunderland	432	392	434	530	492	626
Swansea	C	C	145	6	250	C
West Tisbury	3,257	3,257	3,103	4,054	3,378	4,110
Yarmouthport	..	101	150	60	C	431
<i>New Hampshire:</i>						
Alton	C	C	C	26	197	143
Hennicker	..	..	..	145	93	460
Intervale	326	132	132	C	C	C
Warren	45	24	0	7	8	62

\*\*CODE: C — Closed; NR — No Report. \* — Estimated.

abuse of one's body, and hosteling is based on using one's body to accomplish its program. It is not necessary to be an athlete to participate in the AYH program, but if you are a hosteler in every sense of the word, you very likely will be physically fit.

4. *Hosteling Is Adapting to One's Environment.* For centuries, philosophers and writers have extolled the merits of returning to the soil. In a broad, figurative sense, the need for human beings to do this is greater today than it has ever been. As our society becomes more urban and less rural, and as we increasingly rely on artificial devices to provide the necessities of life which at the same time increase the number of things which we consider necessary, a void develops and widens. The surveyor needs his benchmarks; the ship needs its anchor; man needs to preserve his identity as a living creature in a physical, natural environment of mountains and sea, sun and snow, jungle and desert. A very special feature of hosteling is that it does not confine itself to one city, one county, one state or even one country. The whole world is its oyster, and the international flavor is emphasized in the conviction that one's personal geography should be broader today than ever before. The hosteler learns that he must adapt and, having done so, the void created by provincial confinement and his headlong flight from nature diminishes or may even disappear.

5. *Hosteling Is Companionship.* Geoffrey Winthrop Young, the eminent British climber and poet laureate of the mountains, once observed that one reason he climbed was because he had "never met a fool on a mountain top." Man is a social animal, but his sociability provides him with pleasure and meaning only when his associates have a common purpose, a common temperament and a common understanding. While hosteling, one generally finds a remarkably compatible group and develops associations which transcend the hosteling program and endure for years. This is particularly true in the hostel itself which provides a common focus for members of many groups, even people with a wide range of cultural backgrounds from many countries. In Mr. Young's case, the mountain eliminated the incompatible associate and the undesirable companion. Hosteling does the same thing.

6. *Hosteling Is Sharing.* It is almost axiomatic that your appreciation of anything is enhanced if someone shares this appreciation with you. At the other extreme, it has been observed that misery loves company. Hosteling covers the whole range. A group sits by a campfire on the shores of Jenny Lake and shares the overwhelming spectacle of the alpenglow brushing the summits of Teton peaks. One hosteler helps another repair an ailing bicycle. A group of English students in a German hostel invite a casual American hosteler to share their food because he came late to a hostel and found all the grocery stores closed. Two hikers sit on a wet rock and laugh at each other as they pour the water from their boots and wring it from their socks. The hosteler learns that sharing is a fundamental part of the game, and in doing so, he gives of himself but finds that he receives even more, including an unselfish new perspective toward his fellow man.

7. *Hosteling Is Adventure.* Adventure is rather hard to find these days, because adventure is an excursion into the unfamiliar and the unexpected and society has done its utmost to eliminate surprises. While successful hosteling requires sound advance planning, it is characteristically oriented toward leading the individual into areas which are new to him, so that he may learn more

about the world. The elemental means of travel and the open door of the hostel invites the unexpected to happen and it usually does. Take a simple comparison. Let us say that we plan to travel from one place to another fifty miles away. We can go by car in ninety minutes or we can go hosteling-style, by bicycle in six hours, including a stop by the side of the road for lunch. In the first instance, one seeks the super-highway and sees mostly other cars until the destination is reached. Even if it rains, nobody particularly cares. In the second case, we use little-known back roads, stop to consume a soft drink and chat at a general store, seek shelter in a barn when the rains come and listen to the farmer talk about his problems, then accept a cup of cider from his orchard, then we find that a bridge has been washed out so we shed our shoes and socks to wade across with bicycles on our shoulders. In the first example, we have merely added another routine event to an already routine life. In the second, we have taken common ingredients, added the hosteling touch and we have come up with Adventure.

Underlying the seven faces of hosteling is the element of a continuing personal challenge. We challenge our legs to pedal another ten miles, then we laugh at our momentary discomfort because we know that next time those ten miles will be easy and we shall strive to pedal twenty. We challenge ourselves to do a great variety of things we had never dreamed about before, yet, through hosteling, we now find that we can meet the challenge and provide for ourselves a happy life in which our experience, our knowledge and our capabilities have been greatly broadened. We begin to await the weekend with a new feeling of eager anticipation and we look forward to the summer months secure in the knowledge that a hosteling vacation will be an enormous pleasure and an enduring memory. As we observed in the beginning, hosteling is many things to many people and different things to different people, but to those who have tried it, hosteling has given life more meaning and purpose. To those who have not, AYH will always extend an open invitation.

#### *What are Youth Hostels?*<sup>10</sup>

Hostels are simple overnight accommodations (in separate dormitories for each sex) provided for members of the AYH. Facilities vary from well-equipped lodges especially set up as youth hostels to tent hostels. At many hostels members are permitted to bring their own tents and camp out. "Supplemental accommodations" are similar to hostels but often do not provide cooking facilities or serve hostellers exclusively. Hostels are under the supervision of house-parents — the backbone of hosteling — who maintain the high standards of AYH. They usually are volunteers — as is almost everyone in the hostel movement.

#### *Who May Use Youth Hostels?*

By international agreement each youth hostel member joins the association of his own country. A valid AYH membership card,<sup>11</sup> costing from \$3.00 to \$6.00, depending on age, entitles him to use hostels in the 33 countries which have associations affiliated with the International Youth Hostel Federation. Applications and/or membership cards are available at National AYH Headquarters, AYH Local Councils and Hostels. The age limit is "4 to 94." Trial "introductory passes," good for one hostel weekend only, are available from AYH Councils for those who have never been AYH members. Inexpensive "overnight fees" which may change from time to time but average about \$1.00, must be paid for each overnight stay.

#### *The Values of Hosteling*<sup>12</sup>

"The future of the world in the next generation will be in the hands of the youth of today. It is very natural, therefore, for us senior citizens, and for those in their middle years too, to wish for our youth, first, the best possible health of body, of mind, and of spirit, and second, the best possible international friendship. Such friendship can be fostered by joining with the youth of other lands in travel adventures through the open countryside of each others' nations, and by visits to noted historical shrines of culture and of art.

The soft life which is now the lot of most Americans, young and old, with extraordinarily few exceptions, is breeding an unfit nation, physically, mentally and morally. The vigorous outdoor program of the American Youth Hostels can be a vital step toward changing this national picture. It is indeed encouraging to observe that, within the last year or two, many of our young people are beginning to rebel, and justifiably so, against this spineless way of life and are demanding, and even themselves setting up, programs leading towards physical fitness. An important program of this sort is that of the American Youth Hostels with more than one hundred hostels operating in the country to facilitate challenging year-round outdoor activities of many types. All physicians, like myself, are clearly aware that physical fitness and a positive program of bodily health is necessary for mental alertness, spiritual strength, and a useful longevity.

Finally, no one can deny today that to make all other programs possible, international friendship and world peace are essential. Our young people can cement such friendship and can establish enduring peace better than can their elders. One exciting opportunity, available to all, for the furtherance of peace is our enlistment as Americans in the world-wide Youth Hostel program."

### COMMONWEALTH SERVICE CORPS

While in the process of staffing, the existing areas within the Study should be considered in the overall plans by the Commonwealth Service Corps.

### FEDERAL POVERTY PROGRAMS<sup>13</sup>

"More than 70,000 Greater Boston families are living in poverty on incomes of less than \$3,000 a year, according to figures released by the Research Department of UCS. Census figures from 1960 (the latest available) show that a total of 71,162 families in the 80 cities and towns of metropolitan Boston fall under the "less than \$3,000" definition of poverty spelled out recently by President Lyndon Johnson.

<sup>10</sup>American Youth Hostels, Inc., *Hostel Guide and Handbook*, 1963-64, p. 4.

<sup>11</sup>Group passes are available for \$11.00 per year permitting 25 individuals from any bonafide organization to use hostel facilities throughout the United States.

<sup>12</sup>Paul Dudley White, M.D., Sc.D., Honorary President, American Youth Hostels, Inc., *Hostel Guide and Handbook*, 1963-64, p. 2.

<sup>13</sup>*UCS Bulletin*, Vol. XLI, No. 3, July-August 1964, Boston, Massachusetts, p. 1.



This figure represents eleven per cent of the total number of families in the area. The individual towns show a range of from three per cent in Burlington to a substantial 17 per cent in Boston and 19 per cent in Chelsea.

In announcing these figures, the Research Department noted that funds would be made available through the President's proposed 'anti-poverty program' to attack the problems of these 71,162 low income families.

If the anti-poverty bill is passed by Congress in the form proposed by the President, \$900 million would be appropriated for the first year of the program.

Officials of UCS estimate that Massachusetts might be eligible for up to \$40 million in federal funds next year under the new program.

They announced that they are presently considering plans for metropolitan area-wide programs to be developed around the anti-poverty program.

This planning is in anticipation of the passage of Title II of the anti-poverty bill which authorizes funds 'to provide stimulation and incentive for urban and rural communities to mobilize their resources, public and private, to combat poverty through community action programs.'

To be eligible for such funds comprehensive community plans will have to be developed for Metropolitan Boston.

Major emphasis initially will go to programs attacking the problems of school dropouts and job retraining. Among the proposals in the bill are conservation camps for individuals lacking basic educational skills, residential training centers in unoccupied military installations which would offer advanced education and training, and training to provide useful work experience in locally sponsored work projects for unemployed youths.

These projects could be conducted by any agency of government, or an approved non-profit organization. These might include hospitals, welfare agencies, schools and parks. Jobs might include nurses aides, hospital orderlies, clerical workers, cooks' assistants, waitresses, building maintenance and landscape assistants.

Since all but twelve Greater Boston communities have at least 100 families living in them who would qualify under the anti-poverty program, UCS officials hope to be able to assist these communities in developing their own plans and qualifying for federal assistance in meeting the problem."

## CHAPTER XII

### *The Future*

The history of man is a history of man's use of and kinship to the natural resources. It is a long history and a complicated one in which ideas, thoughts, and concepts have magnified and compounded problems in the preservation of the natural environment yet similarly, enhanced the opportunity for man to enjoy more fully that which the natural environment and resources offer.

Recreation in the outdoors is as old as man. Outdoor recreation areas have been traced to the Sumerians, an ancient people predating Biblical times. The "Epic of Gilgamesh," the world's oldest story, cited in *A History of Garden Art* by Frau Marie Luise Gothein, gives evidence of the beginning of outdoor areas for leisure use. Specifically, the cedars of Humbaba are referred to as being in a woodland with straight, cared-for paths and a woods keeper. The Western Asiatic park-recreation areas have been traced by Gothein from the ponds and vineyards of the Sumerian King Gudea, 2340 B.C. down through Babylonia's hanging gardens.

Perhaps the earliest written restriction of the need for compatibility of man and his natural environment and the subsequent preservation of natural resources for leisure is stated in the early Mosaic Law.

Moses is said to have decreed in the Book of the Covenant<sup>1</sup> the following:

. . . If a bird's nest chance to be before thee in the way, in any tree or on the ground, with young ones or eggs, and the dam sitting upon the young, or upon the eggs, thou shalt not take the dam with the young; thou shalt in any wise let the dam go, but the young thou mayest take unto thyself; that it may be well with thee, and that thou mayest prolong thy days. . . .

In addition to the Justinian principle applied in the Common Law regarding the freedom of the air and water for everyone's use was the earlier thought imposed by the Roman Emperor Justine (533 A.D.) which forbid another to pursue or take game on his land. Basically, however, the idea was against trespassing rather than conservation.

The earlier Massachusetts Great Ponds Acts, as cited elsewhere, add emphasis on the need for preservation of natural resources for leisure use and the inalienable right of enjoyment by all men.

The first recognized landscape architect, Frederick L. Olmsted, expressed in the early 1800's, the statement as to what should and is expected in the outdoor recreation areas and sites. ". . . We want a ground to which people may easily go . . . and where they may stroll for an hour, seeing, hearing, and feeling nothing of the bustle and jar of city streets. . . ."

Interest in the preservation of the natural environment through effective land management, education for outdoor recreation, conservation, long range planning, and interest in other legal, economic, technological, ethical, and ecological considerations is keen.

"Throughout the Nation there is a growing concern, on the part of people generally, over questions of natural resource use and environmental change. Individuals and groups are beginning to worry, in an increasingly audible manner, about the pace of the bulldozer, the race for open space, the need for recreation facilities, the role of greenbelts. The natural resource endowments of local communities and larger regions are being reappraised and reevaluated in terms of their potential for economic development. Simultaneously, attention is being directed towards the loss of aesthetic qualities in the natural environment, and questions are being raised about amenity values in the landscape."<sup>2</sup>

The National Audubon Society reports that every twenty-four hours by the clock America is losing to development a total of 3,333 acres of priceless natural land. This amounts to roughly 1,000,000 acres a year. These lost acres are going into strip cities, subdivisions, highways, shopping centers, commercial buildings, and airports. The tragic part of all this is that once our green islands of nature are gone — bulldozed, destroyed, and covered over — they are gone forever. "Americans," states the Audubon Society, "are deeply etched with sentiment, born to a free life and eager to evolve into a better society with a higher culture, deserve to retain in their midst some semblance of a natural environment. We are not so calloused or obsessed with money, prestige and power that we cannot afford to have some gardens of green for refreshment and spiritual re-creation. . . . It seems important, indeed it appears only morally right, that we take concerted action now before it is too late, that we save every parcel of unspoiled green land where and when we can. . . . We can develop the interest, the understanding, and the will of people to safeguard what remains of our natural world."<sup>3</sup>

The exclusive responsibility *does not* rest solely with public bodies to maintain outdoor areas for recreation nor to provide exclusively opportunities for leisure use. The individual, the family, and all institutions and agencies of a public, volunteer, non-profit, and private nature which purport to serve the welfare of mankind hold responsibilities here.

<sup>1</sup>Deuteronomy 22 : 6.

<sup>2</sup>Cooperative Extension Service, College of Agriculture, University of Massachusetts, Amherst. "Resources, the Metropolis, and the Land-Grant University." Proceedings (Introduction). 1963.

<sup>3</sup>National Audubon Society, New York. "A Green Island for Your Community." (Brochure) Revised February, 1964.



## CHAPTER XIII

### *Analysis of Data*

*. . . The formulation of a problem is often more essential than its solution . . .*  
Albert Einstein

#### PROPERTY VALUATION WITHIN STUDY GROUP

Public property is not subjected to taxation under the general property tax and property under trust, lease or ownership by volunteer-service agencies has, to some degree, a similar status. The valuation of public and agency land holdings is usually stated by the assessors in their annual reports on local taxation. Generally, the valuations are carried in the same amount from year to year and, therefore, do not always reflect the changing values of the land. Table I summarizes the value of land held by cooperating agencies within the statistical universe.

TABLE I

ASSESSED OR APPRAISED VALUATION OF PROPERTY	
<i>Descriptive Agency</i>	<i>Valuation</i>
National Affiliates:	
Community . . . . .	\$3,039,225.88
National Affiliates:	
Neighborhood . . . . .	601,383.71
Non-national Affiliates:	
Community . . . . .	2,076,248.75
Religious:	
Ethnic . . . . .	319,550.00
Selected . . . . .	1,079,640.71
Socio-medical . . . . .	775,920.95
Operatives:	
Employment . . . . .	140,651.19
TOTAL . . . . .	\$8,032,621.19

No attempt has been made by this study to appraise the individual structures or areas, but the *cited* appraisals or assessments are noted as given by operatives. Only a qualified licensed appraiser could give the detailed estimate necessary for a *certified* evaluation. One should be cautioned that the assessed or appraised valuations change very rapidly and do not necessarily indicate the current market price as these factors are based largely on supply and demand. What may be a valid assessment today may not be true tomorrow; hence, the hazard of giving little more than citing the figures submitted. Moreover, one should note that the sound values as submitted exclude, for the most part, the land value for other purposes or other types of private or commercial operations.

#### NON-PARTICIPATING, NON-PROFIT LAND OWNERSHIP

While the statistical universe consists of eighty-two sites, 110 non-profit resident sites are recorded as being in existence at the conclusion of the study which serve Metropolitan Boston (78 cities and towns). Exact acreage of non-participating sites is unknown, but conclusive evidence indicates that each of the sites has a seasonal intake of approximately 300 different juvenile males and females during the summer eight-week season. Data indicates, insofar as possible, that the twenty-eight non-participating programs do not operate on a year-round basis. The closest estimate of gross intake for each season amounts to 8,400 different user units per year. Data surrounding valuations are inconclusive. According to American Camping Association statistical data, 289 resident outdoor sites under private, public or commercial alignment or sponsorship exist in Massachusetts.

#### OTHER KINDS OF OWNERSHIP — STATE AND FEDERAL

The major portion of land under public ownership in Massachusetts is concentrated in the hands of state government. This is due largely to two predominate functions of the State. In the early part of the century, because of the large areas of woodland, much of it represented by abandoned and neglected farm land, the State Legislature authorized the Department of Conservation to purchase wooded tracts for their conservation programs and to develop systematic forestry culture.<sup>1</sup> Some of the areas were also acquired for wildlife propagation and management. Under this program considerable areas of land have been purchased, especially in the western part of the Commonwealth, for the average price of \$5 per acre prior to World War II. Since the early 1940's, little or no new important acquisitions have been made.

Although the primary objective of the original land purchase was for forestry, in the last four years much emphasis has been planned on the utilization of these areas for recreation purposes to satisfy public need for additional facilities in rural areas.

<sup>1</sup>Massachusetts General Laws Annotated. Chapter 40, Section 8-C, as amended by Acts of 1961, Chapter 258 and Chapter 40, Section 5 (3) 51, as amended by Acts of 1959, Chapter 208.

Greater emphasis, however, has been advanced since the establishment of the Bureau of Outdoor Recreation in the U. S. Department of the Interior.

On a Commonwealth wide-basis, there are approximately 180,000 acres of land administered in state forests as identified in the below Table II.

TABLE II  
STATE LAND IN TOWN, BY CLASSES

<i>Class</i>	<i>Acres</i>	<i>Percent</i>	<i>Valuation</i>	<i>Percent</i>
Airports . . . . .	977	0.3	\$ 77,839	0.6
Armories . . . . .	104	—	216,408	1.6
Correctional Institutes . . . . .	3,424	1.1	433,635	3.2
Forests and Wildlife . . . . .	177,224	53.9	1,153,186	8.6
Hospitals and Institutions . . . . .	8,496	2.6	476,729	3.6
Parks and Reservations . . . . .	28,015	8.5	5,133,392	38.3
Schools . . . . .	7,868	2.4	432,266	3.2
Water and Sewerage . . . . .	97,989	29.8	5,415,488	40.4
Miscellaneous . . . . .	4,702	1.4	67,980	0.5
TOTAL . . . . .	328,799	100.0	\$13,406,923	100.0

The total valuation of Commonwealth-owned land in towns of Massachusetts is estimated at \$13,406,923 with the largest amount assigned to water and sewerage at \$5,415,488.

It should be noted that more than \$5,000,000 represents the valuation of parks and reservations located mostly in the western part of the Commonwealth. In spite of the very heavy acreage in forest and wildlife, their total is less than 10% of the total state ownership.

TABLE III  
STATE LAND IN TOWNS, BY COUNTIES

<i>County</i>	<i>Acres</i>	<i>Percent</i>	<i>Valuation</i>	<i>Percent</i>
Barnstable . . . . .	18,613	5.7	\$ 183,316	1.4
Berkshire . . . . .	67,084	20.4	449,816	3.4
Bristol . . . . .	3,967	1.2	57,117	0.4
Dukes . . . . .	4,532	1.4	22,027	0.1
Essex . . . . .	10,741	3.3	1,446,191	10.8
Franklin . . . . .	55,288	16.8	208,831	1.6
Hampden . . . . .	12,576	3.8	176,367	1.3
Hampshire . . . . .	27,205	8.3	301,471	2.2
Middlesex . . . . .	15,688	4.8	5,857,860	43.7
Nantucket . . . . .	133	..	500	..
Norfolk . . . . .	11,931	3.6	2,733,796	20.4
Plymouth . . . . .	14,106	4.3	924,799	6.9
Suffolk . . . . .	69	..	101,300	0.8
Worcester . . . . .	89,866	26.4	943,532	7.0
TOTAL . . . . .	328,799	100.0	\$13,406,923	100.0

Of interest here, is the fact that Suffolk County and primarily Metropolitan Boston has a total of 69 acres of State owned land.

Land areas owned by the Federal Government in Massachusetts towns are devoted to functions carried on for the benefit of the Commonwealth and the Nation. The most important of these areas are military reservations, including the Coast Guard; flood control areas; airports; and forest and wildlife reservations. Unlike some of the northeastern states, where the Federal Government owns considerable areas in forests and parks, the Commonwealth of Massachusetts at an early date adopted a policy of forest land development and conservation under its own control and guidance.<sup>2</sup> Consequently, the forest land in Massachusetts held by the Federal Government is largely for experimental purposes and its area, together with fish and wildlife reservations, constitutes less than 16,000 acres. Of importance, however, is the non-dedicated Cape Cod National Seashore with an aggregate total of approximately 25,000 acres of land. Until dedication, this cited acreage is not part of the 16,000 reportedly owned by the Federal Government.

Excluding the Cape Cod National Seashore, among the counties of the Commonwealth the largest area in Federal ownership is in Worcester County where a large block of land is designated as military reservations. The next in importance is Essex County where areas of wet and swampy land are being established as wildlife reservations. Considerable holdings are also in Plymouth, Middlesex, and Barnstable Counties. All these counties are in the eastern section of Massachusetts and surround the Metropolitan Boston complex. This is in variance to state land ownership, which has its major concentration in the less densely settled western counties.

Distribution of Federal ownership is depicted in Tables IV and V. There are 111 towns of the 351 with Federal land ownership and, in many instances, holdings are small which represent post office departments. The largest holdings of 500 acres or more are in 21 towns in the central and eastern location of the Commonwealth. Some areas of Federal land held by buildings are being transferred to state ownership.

<sup>2</sup>Massachusetts Annotated Laws. Chapter 208.



TABLE IV

## UNITED STATES LAND IN TOWNS, BY CLASSES

<i>Class</i>	<i>Acres</i>	<i>Percent</i>	<i>Valuation</i>	<i>Percent</i>
Airports.....	6,909	13.5	\$ 105,258	2.5
Coastal Installations.....	707	1.4	166,365	3.9
Coast Guard.....	1,900	3.7	150,745	3.5
Forests, Fish and Wildlife.....	15,572	30.4	181,267	4.2
Military Areas.....	12,689	24.8	2,067,070	48.4
Post Office and Customs.....	28	0.1	727,995	17.0
V. A. Hospitals.....	595	1.2	238,034	5.6
Misc., including flood control.....	12,731	24.9	635,142	14.9
TOTAL.....	51,131	100.0	\$4,271,876	100.0

TABLE V

## UNITED STATES LAND IN TOWNS, BY COUNTIES

<i>County</i>	<i>Acres</i>	<i>Percent</i>	<i>Valuation</i>	<i>Percent</i>
Barnstable.....	3,404	6.7	\$ 278,453	6.5
Berkshire.....	1,838	3.6	75,100	1.8
Bristol.....	564	1.1	27,175	0.6
Dukes.....	1,013	2.0	22,463	0.5
Essex.....	12,157	23.8	437,116	10.2
Franklin.....	50	0.1	33,790	0.8
Hampden.....	1,252	2.4	45,725	1.1
Hampshire.....	2,068	4.1	38,325	0.9
Middlesex.....	3,447	6.7	440,000	10.3
Nantucket.....	175	0.3	16,750	0.4
Norfolk.....	792	1.5	395,735	9.3
Plymouth.....	7,882	15.4	1,726,780	40.4
Suffolk.....	49	0.1	146,750	3.4
Worcester.....	16,440	32.2	587,714	13.8
TOTAL.....	51,131	100.0	\$4,271,876	100.0

## METROPOLITAN DISTRICT COMMISSION

The Metropolitan District Commission system is based on a plan as reported by the parks commission in 1892. Radical changes in need, population trends, socio-economic conditions and patterns of land use resulted in an overall study in 1955<sup>3</sup> provided for by legislative enactment.<sup>4</sup> The Metropolitan District Commission governs areas and facilities for recreation in 38 towns of the Metropolitan Boston area. Valuation,<sup>5</sup> according to Chapter 559, acts of 1945, is cited as 3,527,402,278 with a valuation percent of .003136.

Major reservations within the Metropolitan District Commission towns and city complex are:

Blue Hills Reservation	— 6,000 acres
Middlesex Fells Reservation	— 3,500 acres
Breakheart Reservation	— 620 acres
Stony Brook Reservation	— 700 acres
Newton-Brookline Waterlands	— 750 acres
Beaver Brook Reservation	— 60 acres
TOTAL	— 11,630 acres

In addition, the MDC has 17 salt water beaches, 3 fresh water beaches, 12 swimming pools, 20 public floats and boat launching areas, 21 fishing areas, 25 picnic areas, 4 foot trails and bridle paths, 12 parks and walks, 8 observation towers, 2 excursion boats, 1 soap box derby runway, 2 golf courses, 2 zoological gardens, 1 traveling zoo, and 5 museums.

<sup>3</sup>The Commonwealth of Massachusetts, Metropolitan District Commission. *Development Program, Parks — Reservations — Recreational Facilities*. Boston. 1956.

<sup>4</sup>Massachusetts General Laws Annotated. Chapter 123, resolves of 1955, enacted August 11, 1955.

<sup>5</sup>The Commonwealth of Massachusetts. "1957 Assessments for Interest, Serial Bonds and Maintenance of the Metropolitan District." Public Document No. 92.

## RECREATION LAND HELD BY TOWNS AND CITIES

Recreation land area statistics for the fifty largest cities of the United States arranged in order of acres per 1,000 of the 1960 population indicates Boston as thirty-second with 5.0 public land acres per 1,000 and includes 11.3% of the total city area.<sup>6</sup>

Within the Commonwealth of Massachusetts, according to the *Recreation and Park Yearbook*, 1,114 parks with an aggregate acreage of 15,588 are owned and operated by cities and towns. Similarly, these towns and cities operated 920 playgrounds under leadership of which 169 are programed on a year-round basis and 737 operate on a summer seasonal basis. Further analysis indicates 99 bathing beaches, three 18-hole golf courses, nine 9-hole golf courses and 4 zoos.

Within municipal Boston under the Municipal Parks and Recreation Department, data indicates 243 parks with a total of 2,584 acres, 127 playgrounds operating during the summer only, two 18-hole golf courses, 3 bathing beaches, and 1 zoo. The public schools purportedly operate 80 summer playgrounds on a seasonal basis with 80 schools.

Of interest, are the Massachusetts laws which request towns and cities to provide playground space according to population needs. Massachusetts passed a General Enabling Act in 1893 which gave towns and cities in the Commonwealth the power to take lands for public playgrounds and added the famous "Playground Law" of 1908 which required cities of over 5,000 population to maintain one playground and an additional playground for every additional 20,000 persons.

The General Laws (Chapter 45, Section 15) provide that:

"Every town having a population of more than 5,000 which accepts this Section and every city and town having such population which has accepted corresponding provisions of earlier laws, shall provide and maintain at least one public playground conveniently located and of suitable size and equipment, for the recreation and physical education of the minors of such city or town, and at least one other playground for every additional 20,000 of its population . . . ."

## PARENT AGENCY DEVELOPMENT AND GROWTH

Historically, programs for leisure have been a basic part of the non-profit agency purpose<sup>8</sup>, and traditionally non-profit agencies were forerunners of specialized recreation programs which are now commonly accepted and promoted by public bodies as a function of local government through tax auspices.

TABLE VI

### PARENT AGENCY

#### *Date Incorporated by Site*

<i>Descriptive Agency</i>	<i>1811- 1820</i>	<i>1821- 1840</i>	<i>1841- 1860</i>	<i>1861- 1880</i>	<i>1881- 1900</i>	<i>1901- 1920</i>	<i>1921- 1940</i>	<i>1941- 1950</i>	<i>1951- 1955</i>	<i>1956- 1960</i>	<i>1961+</i>	<i>Total</i>
National Affiliates:												
Community.....						7	14	1			4	26
National Affiliates:												
Neighborhood.....		1			5	6	2					14
Non-National Affiliates:												
Community.....					1	1	7	1			1	11
Religious:												
Ethnic.....						1	4					5
Religious:												
Selected.....	2	3		3	1	1	3		1			14
Socio Medical.....						1	2	3	1			7
Operatives:												
Employment.....					2		1	2				5
TOTAL.....	2	4	0	3	9	17	33	7	2	0	5	82

While the development of non-profit agencies devoting a part of their programing aim to outdoor programs was greater in the 20-year space between World War I and World War II, 7% of the participating member agency total was in existence prior to or shortly after the Civil War. Understandably, the need perhaps was greater for welfare services during the 1920's and 1930's. Yet today an index of need surrounding the physical, the cultural, the sociological, and the psychological is in evidence.

Table VII depicts the growth of agencies promoting outdoor recreation in relation to population growth within the Metropolitan complex.

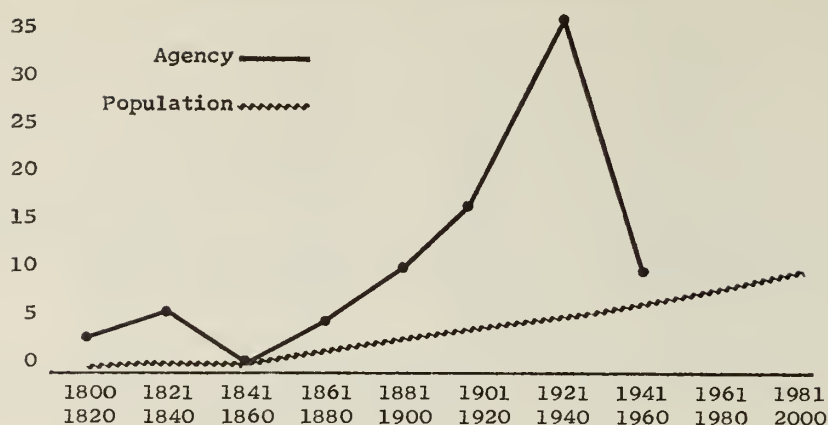
<sup>6</sup>National Recreation Association. *Recreation and Park Yearbook* — 1961. N.R.A. New York.

<sup>7</sup>Harlow, Dana E. *Handbook for Recreation and Park Boards in Massachusetts*. Bureau of Government Research, University of Massachusetts, Amherst. 1964. pp. 132.

<sup>8</sup>See Chapter II, "Raison D'Etre."



TABLE VII  
POPULATION AND AGENCY GROWTH



### NON-PROFIT AGENCY LAND ACQUISITION

Although the acquisition and development of sites by participating members within the study expanded relatively rapidly during the third decade of the Twentieth Century and post World War II until the mid-point of the century, the relationship between acquisition and total population need has become increasingly less adequate to meet old demands and new ones associated with urban growth. The lag of acquisition of non-profit sites and subsequent development and operation is similar to public open area developments which have occurred within larger cities of the Nation. Areas within the legal boundaries of larger cities have expanded proportionately as population has grown; but when surrounding suburban populations have been added to the central city, public area acquisition has lagged seriously behind. In 1940, about a fourth of the cities in the United States met the standard that a city should have one acre of city park or playground for each 100 of its population. In 1956, the total area of city and county parks was about  $\frac{3}{4}$  million acres and to meet the cited standard area need, 2 million acres would have been needed throughout the United States.

Since 1880, acquisition of sites for non-profit programming for Metropolitan Boston has been sporadic with a surge of development approximately every twenty years.

While acquisition and development have accomplished their mission in part, little advance or master planning — if any — has been in evidence for a systematic approach to land purchasing to meet various metropolitan needs. The need for a coordinated system of land acquisition to meet existing and future problems is omnipresent, if not crucial.

TABLE VIII  
YEAR OF ACQUISITION AND NUMBER OF ACRES ACQUIRED

<i>Descriptive Agency</i>	<i>1880- 1900</i>	<i>1901- 1910</i>	<i>1911- 1920</i>	<i>1921- 1930</i>	<i>1931- 1940</i>	<i>1941- 1950</i>	<i>1951- 1960</i>	<i>1961+</i>	<i>Total</i>
National Affiliates:									
Community .....			210	1,839	212.92	2,504	6,290	5,285	12,340.92
National Affiliates:									
Neighborhood .....		120	205.2	123.22	357	34.6	115		955.02
Non-National Affiliates:									
Community .....		810		1,029	1,300.07	306.30	100	38	3,583.37
Religious:									
Ethnic .....			1	29			260		290
Religious:									
Selected .....	66		390.6	660.2		146	474.87	2.45	1,740.12
Socio-Medical .....				141	22.78	294.58	459.9		918.26
Operatives:									
Employment .....					3	2	2	1	8
TOTAL .....	66	930	806.80	3,821.42	1,895.77	3,307.48	9,681.77	1,326.45	19,835.69

Data and related literature indicate all, or nearly all of the natural resources in the Metropolitan Boston complex and Massachusetts are in demand for some type of use now and the projected increases in population coupled with the degree of sociological, economical, psychological, and cultural need within the urban complex indicate the demands for natural resources and recreation experiences in the out of doors will rise. Future demands on all kinds of natural resources will be manageable, although problems will be in evidence. The maximum use of water and land resources for outdoor recreation must be evaluated in terms of the general natural resource situation in cooperation with coordinated planning by all segments of the public, private and volunteer community.

Data indicates initial acquisition of 66 acres within the statistical universe and subsequent acquisition since 1880 by gift, lease and permit, or direct purchase of 19,769.69 acres which now total 19,835.69 acres.

TABLE IX  
TYPE OF OWNERSHIP AND ACQUISITION OF PROPERTY

Descriptive Agency	Acres					Total
	Direct Purchase	Lease and Permit	Gift	Easement Public	Non-contractual Agreement	
National Affiliates:						
Community . . . . .	5,240	1,320	1,180.92	600	4,000 <sup>9</sup>	12,340.92
National Affiliates:						
Neighborhood . . . . .	684.2	120	150.82			955.02
Non-National Affiliates:						
Community . . . . .	3,408.07		175.30			3,583.37
Religious:						
Ethnic . . . . .	281		9			290
Religious:						
Selected . . . . .	1,617.67		2.45	120		1,740.12
Socio-Medical . . . . .	330.48	115	22.78		450 <sup>10</sup>	918.26
Operatives:						
Employment . . . . .		6			2	8
TOTAL . . . . .	11,561.42	1,561	1,541.27	720	4,452	19,835.69

Direct purchase is indicated as the major type of acquisition of property with a total of 11,561.42 acres as cited in Table IX. Sites extend into Maine, New Hampshire, throughout Massachusetts and including the outer islands off Cape Cod.

Of the total acres within the study, 6,013 are operating on a 99 year lease or on a year-to-year agreement between the parent agency and leasee. In these instances, lease-contractual arrangements extend beyond the year 2000; however, in other instances of "gentlemen's agreement", 4,552 acres are operating as outdoor recreation areas on a year-to-year basis.

Property acquired through outright gifts totals 1,541.27 acres. This type of acquisition appears to present greater problems during development than any other due primarily to "fee simple" clauses.

Agencies as the recipient of land gifts are often faced with the directive from both lay boards and donors to program *immediately* without thought to boundary surveys, structural rehabilitation, overall conditions for long range planning, priorities related to need, or other procedural actions which dictate the propriety of sound, long term planning. Such cautions not only hamper long-range land use and effective management, but in some instances the topography, overall site conditions, and slope of terrain indicate that the acres should be left in a free undeveloped state. In all instances, it should be noted, regardless of the type of acquisition that sound master planning comes first, after a valid boundary survey.

#### TYPES OF USER UNITS IN RELATION TO ACREAGE

Total acreage in the statistical universe, regardless of intake related to age factors, sexes, or affiliations, is 19,835.69 of which 10,856.36 acres are supporting programs for juvenile males as indicated in Table X. As cited, 2,702.90 acres are geared to juvenile co-ed programs while 1,986.73 acres are devoted to programming for juvenile females.

The largest single descriptive category sponsoring programs on agency-controlled sites are the National Affiliates with a community-wide clientele base.

TABLE X  
NUMBER OF ACRES IN RELATION TO TYPE OF USER UNITS

Descriptive Agency	Male	Female	Family Adult	Co-ed	Total
National Affiliates:					
Community . . . . .	7,573.92	767			12,340.92
National Affiliates:					
Neighborhood . . . . .	123.60	299	150	382.42	955.02
Non-National Affiliates:					
Community . . . . .	1,415.37	125		2,043	3,583.37
Religious:					
Ethnic . . . . .	156	125		9	290
Religious:					
Selected . . . . .	1,014.47	488.95	153.70	83	1,740.12
Socio-Medical . . . . .	565	163.78	4	185.48	918.26
Operatives:					
Employment . . . . .	8				8
TOTAL . . . . .	10,856.36	1,968.73	307.70	2,702.90	19,835.69

<sup>9</sup>Woodland only — minimum use. No structural development on acres.

<sup>10</sup>Initially under three-year lease arrangement, now operating on a year-to-year "gentlemen's agreement."



## RESIDENT ATTENDANCE BY AGE AND SEX

Attendance figures for 1964 indicate a user unit total of 48,024; however, one agency which caters to juvenile females indicates a yearly site attendance of 18,000. Data indicate juvenile males attending similar programs total 2,000 individuals. Attendance figures in these instances are based on short-term, weekend residence and short term conference-leadership training programs of not more than three-days duration. Gross female attendance with a mean age range of 10.9 for 1964 in programs of one full week or longer totalled 5,690 individuals. Juvenile male residence of the same duration with a mean age range of 11.8 totalled 20,149.

TABLE XI  
NUMBER AND TYPE OF USER UNITS DURING YEAR 1964

<i>Descriptive Agency</i>	JUVENILE			ADULT			FAMILIES <i>By-Unit</i> <i>Individuals</i>	<i>Total</i>
	<i>M</i>	<i>Mx Age</i>	<i>F</i>	<i>Mx Age</i>	<i>M</i>	<i>F</i>		
National Affiliates:								
Community . . . . .	15,946	13	21,246	12.5			1,100	38,292
National Affiliates:								
Neighborhood . . . . .	756	11.5	1,421	11.5			120	2,297
Non-National Affiliates:								
Community . . . . .	3,804	12.5	217	10				4,021
Religious:								
Ethnic . . . . .	400	10	460	10				860
Religious:								
Selected . . . . .	531	11	186	10.5	40	40	455	1,252
Socio-Medical . . . . .	444	11	430	11	80	80		1,034
Operatives:								
Employment . . . . .	268	14						268
TOTAL . . . . .	22,149	11.8	23,960	10.9	120	120	1,675	48,024

Adult male and female clientele who participated in resident programs of one week or longer duration totalled 240 with a family group total of 1,675. Total participation in programs for all sites regardless of duration totalled 48,024 individuals and data indicates, from all conclusions, that participation for 1964 in programs of one week or longer amounted to 28,024 individuals.

## PUBLIC TRANSPORTATION

Data indicates 41 sites are within or under 50 miles of municipal Boston and a further analysis indicates 16 sites are within 25 miles of this municipal base. The distance is from Beacon Hill, the point of origin for municipal Boston as established within this study for mapping purposes. It should be noted, however, that in twenty-four instances (Table XXXIX) agency headquarters are not located in municipal Boston but all offices of participating members, with one exception, are within a 35 mile radius from the point of origin.

TABLE XII  
AVAILABILITY OF PUBLIC TRANSPORTATION TO SITE

<i>Descriptive Agency</i>	<i>To Site — Town</i>	<i>To Adjacent — Town</i>	<i>None</i>	<i>Total</i>
National Affiliates:				
Community . . . . .	14	6	15	35
National Affiliates:				
Neighborhood . . . . .	7	5	3	15
Non-National Affiliates:				
Community . . . . .	4	3	2	9
Religious:				
Ethnic . . . . .	2		2	4
Religious:				
Selected . . . . .	5		1	6
Socio-Medical . . . . .	4	2	2	8
Operatives:				
Employment . . . . .	1	2	2	5
TOTAL . . . . .	37	18	27	82

As evidence in Table XII, thirty-seven towns are on direct public transportation routes from municipal Boston and are served by a variety of public common carriers. Data indicates, even with public transportation to site town, the common means of transporting resident user-units to the site is by chartered bus or private automobile. Interviews with site operators indicate 40% of all town-site transportation is by rental contract to a common carrier with a mean annual cost of \$300.00.

TABLE XIII

## LOCATION OF AREAS IN RELATION TO USER UNITS

<i>Descriptive Agency</i>	<i>Mileage</i>						<i>Total</i>
	<i>Under 25</i>	<i>Under 50</i>	<i>51-75</i>	<i>76-100</i>	<i>101-125</i>	<i>Over 125</i>	
National Affiliates:							
Community.....	8	3	7	4	1	3	26
National Affiliates:							
Neighborhood.....	2	9	1			2	14
Non-National Affiliates:							
Community.....	3	3	2	2		1	11
Religious:							
Ethnic.....		3			1	1	5
Religious:							
Selected.....	2	4	2	1	3	2	14
Socio Medical.....	1	3	1	1	1		7
Operatives:							
Employment.....	—	—	$\frac{1}{1}$	$\frac{1}{1}$	$\frac{1}{1}$	$\frac{2}{2}$	$\frac{5}{5}$
TOTAL.....	16	25	14	9	7	11	82

The generally accepted fact among the majority of National Affiliates serving a community base is that resident sites should be within 2½ driving hours from user units. Existing means of transportation coupled with the network of expressways dictate a variance in this established thought. While travel time may be within the hour limit, mileage can be exceeded.

## AREA AND FACILITY UTILIZATION

Sixty-eight sites indicate operational policies for seasonal use only and actively operate for 543.5 weeks per year. Fourteen sites indicate policies for year-round operation.

TABLE XIV

## RESIDENT SPACE UTILIZATION

<i>Number of Sites</i>	<i>Operation Weeks per Year</i>	<i>Total Weeks</i>
54	8	432
14	(52)	(728)
5	6	30
6	10	60
1	9.5	9.5
1	7	7
1	5	5
<u>SUB-TOTAL</u>		
82	45.5	543.5
<u>TOTAL</u>		<u>(7.59<sub>Mx</sub>)</u>
82	97.5	1,271.5

Primary source data indicates those sites operating on a seasonal base enjoy only 7.59 mean weeks per year. Secondary sources infer operation for seasonal use is due to "tradition", "always did it", or through structural layout and design, or by reason of accessibility of site to user units during all seasons of the year.

Specific instances during site observations indicate seasonal attendance is sporadic and below maximum utilization with impromptu vacancies. Data indicates (Table XVI) additional user units could be accommodated without additional staff or additional operational procedures or machinery. Waiting lists appear on one agency roster and vacancies appear on another simultaneously. Organized or centralized referral is lacking if not non-existent.



TABLE XV  
UTILIZATION AND OPERATIONAL PROCEDURES

	<i>Non-resident Use Yes No</i>	<i>Number of Season Sites Weeks</i>	<i>Sites Year Round</i>
National Affiliates:			
Community . . . . .	11 15	17 128	9
National Affiliates:			
Neighborhood . . . . .	3 11	14 114	
Non-National Affiliates:			
Community . . . . .	6 5	8 64	3
Religious:			
Ethnic . . . . .	2 3	5 40	
Religious:			
Selected . . . . .	6 8	12 96	2
Socio-Medical . . . . .	7	7 52	
Operatives:			
Employment . . . . .	5	5 49.5	
TOTAL . . . . .	28 54	68 543.5	14

65.8 percent of agencies indicated their respective site is utilized exclusively for specific clientele purportedly designed to be served by the parent agency. Limitation of use is dictated by policy or by geographical locale of site. A non-resident in this instance is identified as local citizens, nonaligned individuals, or non-registered members of the agency.

17.1 percent of the statistical universe operate sites on a year-round basis; however, operation is interpreted here to include weekends, school vacation time and holidays and, with the exception of three sites, day-to-day programs on a continuous basis are not in evidence. While documented verbally as year-round sites, 41.4 percent of agency areas have no literature which depict such operational procedures.

Data indicates 79 sites, in the broadest and best sense, are not operating neither are they programmed on a day-to-day, year-round intake schedule; however, three sites are non-developed, open space properties.

Agencies can no longer afford the luxury of enjoying seasonal operation. By nature of clientele purportedly served, clientele needs are not geared to specified seasons but are in evidence on a year-round basis, and in every age group.

While recreation programs are not now, nor can they be in the future, a panacea for all cultural ills of the metropolitan complex, they may serve to help far more than ever suspected.

The existing sites have, at present, a maximum capacity to serve 12,204 individuals in resident feeding stations and a total of 177 winterized structures which can be utilized on a year-round basis.

TABLE XVI  
EXISTING SITE CAPACITIES FOR HABITATION AND HEALTH

<i>Descriptive Agency</i>	<i>Winterized Cabins</i>	<i>Kitchen Preparation Capacity</i>	<i>Dispensary Number</i>	<i>Dining Room Capacity</i>	<i>Number of Beds<sup>11</sup></i>	
					<i>Winter</i>	<i>Seasonal</i>
National Affiliates:						
Community . . . . .	110	4,400	15	4,340	880	2,615
National Affiliates:						
Neighborhood . . . . .	11	1,125	7	1,125	220	1,023
Non-National Affiliates:						
Community . . . . .	45	2,785	9	2,785	210	2,407
Religious:						
Ethnic . . . . .	2	970	4	970	450	658
Religious:						
Selected . . . . .	6	2,065	12	1,955	40	1,666
Socio-Medical . . . . .	3	667	5	694	72	522
Operatives:						
Employment . . . . .	0	315		335	35	308
TOTAL . . . . .	177	12,327	52	12,204	1,962	9,199 <sup>11</sup>

Fifty-two sites indicate specific structures designed for and utilized by infirmary or dispensary practices while 51 sites indicate resident nurses in attendance (Table XXXIII).

Existing bed capacities, excluding tenting programs, total 9,199 for seasonal operation and 1,962 in number are located in winterized structures.

While maximum seasonal intake (Table XXII) at any one time amounts to 9,382 individuals, per session of one week or longer duration, a total of 9,199 beds are available for seasonal occupancy. The remaining capacity for residence exists in tenting programs.

<sup>11</sup>Excluding tenting and resident sleeping space associated with tenting programs, but does include adirondack shelters.

## SUPPLEMENTARY FACILITY CAPACITIES

Data indicates, as noted in Table XVII that 59 sites do have organized auto parking lots with a grand total parking capacity of 3,589.

TABLE XVII  
AUTO PARKING CAPACITIES

<i>Descriptive Agency</i>	<i>Number of Sites with Lots</i>	<i>Capacity</i>	<i>Capacity Mean (Mx)</i>
National Affiliates:			
Community . . . . .	22	1,521	69.1
National Affiliates:			
Neighborhood . . . . .	8	185	23.1
Non-National Affiliates:			
Community . . . . .	8	968	121.0
Religious:			
Ethnic . . . . .	4	225	56.2
Religious:			
Selected . . . . .	9	605	67.2
Socio-Medical . . . . .	4	55	13.7
Operatives:			
Employment . . . . .	4	30	7.5
TOTAL . . . . .	59	3,589	51.1

Analysis of parking lot capacities indicate a mean (Mx) capacity of 51.1 for all sites. Twenty-three sites do not have organized parking areas or designated areas for the parking of autos.

## PROGRAM FACILITIES

Growth of in-site facilities has necessarily been irregular and erratic throughout the statistical universe. As a result, throughout the sites there is little coordination in the distribution of various types of facilities or the development of specific facilities for which the land is best adapted. Facilities in some sites are extensive and diverse; other sites are not only lacking in basic facilities but, in addition, possess too little space specifically set aside for such purposes.

Oftimes, facilities constitute little more than a duplication of the school gymnasium or apparatus play lot — playground.

In short, development of site facilities and areas, for the most part, has been characterized by expediency. Little thought was originally given to the interrelationship of a specific area or facility to the land, per se. As a result, many acres of land have suffered severely because of the inclusion of inappropriate facilities which might have been avoided had opportunities for such development been provided in their appropriate locales and had long-range technical assistance been available to site operations.

TABLE XVIII  
SITE FACILITIES SUPPORTING SPECIFIED PROGRAMS  
*By Number*

<i>Descriptive Agency</i>	<i>Hiking Trails Miles</i>	<i>Rifle Range</i>	<i>Archery Stations</i>	<i>Bridle Paths</i>	<i>Biking Trails</i>	<i>Boats</i>	<i>Canoes</i>	<i>Sailboats</i>	<i>Library — Book Volumes</i>
National Affiliates:									
Community . . . . .	15,062 <sup>12</sup>	11	32	1	2	208	42	29	1,200
National Affiliates:									
Neighborhood . . . . .	8.5	2	9	3		56	8		1,950
Non-National Affiliates:									
Community . . . . .	12	2	11			95	8	10	2,200
Religious:									
Ethnic . . . . .	10	2	9	1	1	74	29	15	500
Religious:									
Selected . . . . .	1		2			25	20	4	350
Socio-Medical . . . . .		2	2			14		2	1,344
Operatives:									
Employment . . . . .			2			4		1	0
TOTAL . . . . .	15,093.5	19	67	5	3	476	115	63	7,544

<sup>12</sup>One agency reports a 15,000 mile trail. Obviously, this agency must be referring to the adjacent Appalachian Trail of the Appalachian Mountain range which extends from the Gulf of St. Lawrence to central Alabama, plus other unknown trails into yon hinterlands.



Supporting family programs, all sites report a grand total of 705 tents available on a seasonal basis with 106 tents designed for and available to winter programs.

A variety of sports fields, picnicking areas, pitch and putt golf courses, fishing piers, arts and craft centers, go-cart courses, corrals, winter skating areas, and wildlife observation forts and nature museums do exist; however, with the exception of arts and crafts buildings and nature "museums"—frequently only a caged animal—facilities mentioned are negligible in total operation, Aquatic facilities are depicted in Table XXI.

#### LAND SPACE AND LAND SUPPORTING MEASURES OF USE

Of the total 19,835.69 acres available, only 19,057.95 acres are considered useable due to topographical conditions.

TABLE XIX  
LAND AND WATER RESOURCES AND MEASURES FOR USE

<i>Descriptive Agency</i>	<i>Acres Owned</i>	<i>Leased</i>	<i>Open Land</i>	<i>Wood Land</i>	<i>Acres Open Water</i>	<i>Lineal Feet Stream</i>	<i>Usable Acres</i>	<i>Add'l Acre Negotiations or Liens by Sites</i>	<i>Available Acres</i>
National Affiliates:									
Community . . . . .	6,420.92	5,920	459.4	7,881.52	502.50	66,000	11,857.25	8	12,340.92
National Affiliates:									
Neighborhood . . . . .	835.02	120	136.80	818.22	302.50	300	794.02	4	955.02
Non-National Affiliates:									
Community . . . . .	3,583.37		533.30	3,050.07	294.50	7,600	3,450.30	3	3,583.37
Religious:									
Ethnic . . . . .	290		73	217	134	600	290		290
Religious:									
Selected . . . . .	1,620.12	120	163.15	1,576.97	1,478	8,042	1,740.12	2	1,740.12
Socio-Medical . . . . .	353.26	565	231	687.26	72.25	1,500	918.26		918.26
Operatives:									
Employment . . . . .		8	5	3	75		8		8
TOTAL . . . . .	13,102.68	6,733	1,601.65	14,234.04	2,858.75	84,042	19,057.95	17	19,835.69

The largest amount of land held through lease or direct ownership is in forestland or 14,234.04 acres with the remainder of 1,601.65 in non-forested open land. Some 2,858 acres of open water are available, and for the most part these are controlled by sites with slightly more than 84,000 linear feet of stream flowing through various properties and available for program resources.

Seventeen of the eighty-two sites are in the process of negotiating with adjacent land owners for additional acquisitions. Within the 82-site statistical universe, it is recommended that fourteen sites be abandoned and sold immediately for reasons as explained in individual site appraisals and analysis. (Section III.)

TABLE XX  
ALL UTILITY WATER SOURCES<sup>13</sup>

<i>Descriptive Agency</i>	<i>WELL Dug</i>	<i>None</i>	<i>Public System</i>	<i>Lake, Stream, Spring, Pond</i>	<i>Total</i>
National Affiliates:					
Community . . . . .	13	3	5	9	30 <sup>14</sup>
National Affiliates:					
Neighborhood . . . . .	9		5	7 <sup>16</sup>	22 <sup>15</sup>
Non-National Affiliates:					
Community . . . . .	7		3	3	13 <sup>14</sup>
Religious:					
Ethnic . . . . .	3		2	1	6 <sup>14</sup>
Religious:					
Selected . . . . .	9		3	4	16 <sup>14</sup>
Socio-Medical . . . . .	6		2	1	9 <sup>14</sup>
Operatives:					
Employment . . . . .			4	1	5
TOTAL . . . . .	47	3	24	47	

<sup>13</sup>Water resources for program purposes not included. Those well systems disbanded due to contagion or pollution factors not included.

<sup>14</sup>Utilizing both pond and well (4).

<sup>15</sup>Utilizing all three sources (6).

<sup>16</sup>One site utilizes a free flowing spring for utility purposes.

## WATER RESOURCES — UTILITY

Laws related to utility water sources have been vague over the years; however, within the various federal and state bills relating to pollution, sanitation and sewerage, operatives should be cognizant of the fact that water sources from ponds, lakes, and rivers for household purposes will be eliminated pending various state legislation. Definite dates of legislative enactments are not cited; however, operatives would do well to appraise their site supplies and seek either commercial or drilled well sources immediately. Population growth, rate and number of user units, industrial needs, plus the various recreative pursuits seeking water dictate a contemporary approach in meeting utility needs on given sites. In 1964, 47 operatives out of 82 were utilizing non-well or non-commercial water sources for utilities. Three sites are undeveloped, without water resources for either programs or utilities.

## WATER RESOURCES — PROGRAM

As noted in Table XXI, sixteen of the total sites are land locked without artificial or natural water resources for program purposes. Two sites are afforded the advantages of the Atlantic Ocean and seven operate pools of various types and sizes.

TABLE XXI  
MAJOR PROGRAM WATER SOURCES

<i>Descriptive Agency</i>	<i>Pool</i>	<i>Ocean</i>	<i>Pond</i>	<i>None</i>	<i>Great Pond</i>	<i>Total</i>
National Affiliates:						
Community.....	2	1	17	6	14	26
National Affiliates:						
Neighborhood.....	2		9	3	8	14
Non-National Affiliates:						
Community.....	1		9	1	6	11
Religious:						
Ethnic.....		1	3	1	3	5
Religious:						
Selected.....			14		12	14
Socio-Medical.....	2		3	2	2	7
Operatives:						
Employment.....			1	4	1	5
TOTAL.....	7	2	56	17	45	82

While analysis of site programs is not within the confines of this study, supplementary data indicates the single, most common programmed event is instructional swimming. The number of citations of specific programs offered from the greatest to the lowest magnitude indicates greatest frequencies in sports and athletics, games, tournaments, and arts and crafts.

Supplementary programs, indigenous to outdoor living, are relative fragmentary and vary in greater or lesser magnitude from site to site, but are dependent entirely on leadership and imagination of resident specialists.

TABLE XXII  
MAXIMUM INTAKE PER SESSION OF ONE WEEK OR LONGER DURATION

<i>Descriptive Agency</i>	<i>Male</i>	<i>Female</i>	Co-Ed		<i>Families</i>	<i>Total</i>
			<i>Male</i>	<i>Female</i>		
National Affiliates:						
Community.....	2,914 <sup>17</sup>	1,083				3,997
National Affiliates:						
Neighborhood.....	333	395	94 <sup>18</sup>	104 <sup>18</sup>	11	926
Non-National Affiliates:						
Community.....	985 <sup>19</sup>	120	410	410	8	1,925
Religious:						
Ethnic.....	160	175	115	110		560
Religious:						
Selected.....	857	192	75	75	120	1,199
Socio-Medical.....	125	141	114 <sup>18</sup>	108 <sup>18</sup>		488
Operatives:						
Employment.....	287 <sup>20</sup>					287
TOTAL.....	5,661	2,106	808	807	139	9,382 <sup>21</sup>

<sup>17</sup>Excluding three areas — non-organized or programmed.

<sup>18</sup>Including adult male and females.

<sup>19</sup>Excluding one area — primarily day programs.

<sup>20</sup>Eight weeks only required.

<sup>21</sup>Excluding families.



Forty-five sites are located on Great ponds. Of great importance is the need to understand the riparian rights concept related to these bodies of water and the surmounting problems associated with aquatic activities, including motor boating, and the need for education as well as some type of control by local town officials. It is also incumbent on operatives to understand the statutory requirements related to licensing and registration of boats and motors.

## INTAKE ANALYSIS

Total intake, as registered for one week or longer duration, for sites serving juvenile male, female or co-ed clientele — excluding families — amounts to 9,382 individuals.

Allottable space indicates a capacity of serving 139 families with a mean (Mx) of 5 individuals per family during each session of one week or longer duration.

Allowable space for juvenile males amounts to 5,661 with 2,106 for juvenile females operating as distinct programs for the specific sexes. Gross intake total for males amounts to 6,469 and for females 2,913. Male to female intake ratio is approximately 2.2:1.

Recorded age groupings for user units (Table XI) within the National Affiliate, Community base category indicate a 10.5–11.0 minimal male age intake while the Affiliate purporting to serve specific neighborhood needs deals largely with a minimal age intake of 8.5–9.0. Similar age minimums are established within the remaining universe for male clientele.

It should be noted, however, that the largest representative group, serving the largest segment of the male universe is within the National Affiliate, Community based operation and data therefore supports the thought that minimal age mean intake is geared by national policy to the 10.5–9.0 juvenile male. Participation age range in male programs has a mean average of 11.8. Visual inspection for modal tendencies indicates the mode of 11.0 is non-absolute with no bi-modal tendencies.

The midpoint of age range for juvenile female participants is 10.9 — a marginal lower range than for juvenile males at 11.8.

Minimum intake age is seven years. One agency studied had no maximum age for females. Statistical data indicates greatest participation of juvenile females within 8–9 and 12–13 age brackets. Data indicates an imbalance of resident sites for girls and, similarly, documentation infers a greater scope of program with greater emphasis for pre-adolescent boys throughout Metropolitan Boston than for girls, regardless of race, ethnic, or religious background.

Nineteen sites are designed for co-ed residence. Three sites are open to male and female of all ages, and operate only during the summer season. Reports from operatives indicate a variety of special events during the immediate post-season period and during school vacations for co-ed groups. Well designed plans for continuity of operation appear lacking but exist with a degree of spontaneity.

## INTAKE RELATED TO SPECIALIZED NEEDS

An imbalance in or lack of sites operating cooperatively or solely for physical, psychological, medically associated needs, or court related cases is in evidence. Organized programs designed especially for juvenile female blind, juvenile male and female diabetic, adult male and female blind, and juvenile pre-psychotic exist; however, sites are reluctant to admit on a routine basis such cases and doubly so the non-ambulatory, wheelchair clientele due to purported lack of specialized staff, specialized facilities, general admitting policy, regional intake, or simple apathy on the part of operatives.

While specialized sites should not be constructed for *all* generally handicapped, intake should be adapted to existing programs, unless long-term, specialized facilities are needed for both recreation and educational experience. Through this training can occur for other site acclimation.

Three sites indicate existing policies and facilities for routine acceptance of all ages including senior-citizen. While policy is not, participation is generally limited in these instances to senior-citizen females. The lack of adult male participation appears to be by choice of individuals. Except in specific cited instances, acceptance of senior-citizens, mothers and infants, and adult family members limits residence from 2 to 7 days duration during pre- and post-season (summer) operation.

In cases of all specialized needs, supporting data concludes that programs designed for and essentially catering to *specific* ethnic, cultural, and common geographical communities, regardless of registered need, should be financially supported in their entirety by that community alignment.

## INTAKE AND UNMET NEEDS

Data indicates participation in resident programs within the study serves best the contrasting poles of the economic axis. The low economic group, under the auspices of public welfare and social agency subsidy, conforms to the charitable alignment, while the opposite extreme is served by a proprietary, self-sponsored entity. The intermediary population having social, psychological, cultural, and physical needs, regardless of residential area, is left to its own devices and a resident outdoor experience is not available to it with the same degree of frequency.

The question arises as to which economic group should be served under the existing philanthropic auspices or should the opportunity be available to all if specific stated needs are not met by other public, private, or commercial agencies or bodies. Evidence indicates that need should be met, regardless the geographical locale within the statistical or economic statutes, if need is validated.

Data indicates there are no programs designed to meet all groups, all age brackets, all sexes, all medically related cases, all ethnic, cultural, and social backgrounds in all geographical locales within the statistical universe with sound internal financial alignments or arrangements.

## PROGRAMS DESIGNED FOR WORK EXPERIENCES

Five sites operate cooperatively with commercial bodies and promote work for salary and data indicates they are — both clientele and site — “self-sustaining” through fees and charges.

Labor Laws of the Commonwealth of Massachusetts govern clientele in these instances by nature of residential locales and are explicit in the “permissiveness” of work experiences, regardless the setting.<sup>22</sup>

“Section 177A. No person shall, by a special contract with his employees, exempt himself from liability which he may be under to them for injuries suffered by them in their employment and resulting from the negligence of the employer or of a person in his employ.

“Section 56. No child and no woman shall be employed or permitted to work in or in connection with, any factory or workshop, or any manufacturing, mercantile or mechanical establishment, telegraph office or telephone exchange, or any express or transportation company, or any private club, or any office, letter shop or financial institution, or any laundry, hotel, manicuring or hairdressing establishment, or any motion picture or other theatre or any other place of amusement, or any garage, or any hospital in a non-professional capacity, or be employed as an elevator operator, or as a switchboard operator in a private exchange, more than nine hours in any one day, and except as to transportation or telephone companies, and except as to hotels, private clubs and places of amusement where the employment is determined by the department to be by seasons, and except as to hotels where meals are served only during three separate periods totaling not more than seven hours in any one day and the employment is connected with the serving of said meals, if the work so performed by such a child or woman in one day is not continuous, but is divided into two or more periods, the work of such child or woman shall be so arranged that all such periods of work shall fall within a period of not exceeding ten consecutive hours, except that in the case of mercantile establishments such periods of work may fall within a period of not exceeding eleven and one-half consecutive hours during a total of not more than seven days in any calendar year of which six shall be six weekdays within a period of four weeks immediately preceding Christmas, and the seventh the Saturday immediately preceding Easter — except that in any place of employment where the principal source of income of certain employees is in tips of gratuities, upon the written petition of not less than sixty percent of employees, the commissioner may allow such periods of work to fall within a period of not exceeding twelve consecutive hours — and in no case shall the hours of labor exceed forty-eight in a week, except that in manufacturing establishments or hotels where the employment is determined by the department to be by seasons, the number of such hours in any week may exceed forty-eight, but, except in the work of fish processing when necessary in the judgment of the commissioner, and then only during the months of June, July, August, September and October, shall not exceed fifty-two, provided that the total number of such hours in any year shall not exceed an average of forty-eight hours a week for the whole year, excluding Sundays and holidays; and if any child or woman shall be employed or permitted to work in more than one such place, the total number of hours of such employment shall not exceed forty-eight hours in any one week.

The commissioner may grant authority for office workers to exceed nine hours of labor in any one day; provided, that the hours of labor of such workers shall not exceed forty-eight in a week. Every employer, except those hereinafter designated, shall post and keep posted in such manner as the commissioner may require in a conspicuous place in every room where such persons are employed a printed notice stating the number of hours’ work required of them on each day of the week, the hours of beginning and stopping work, and the hours when the time allowed for meals begins and ends, or, in case of mercantile establishments, and of establishments exempted from sections of ninety-nine and one hundred, the time, if any, allowed for meals. The employment of any such person at any time other than as stated in said printed notice shall be deemed a violation of this section unless such employment was to make up time lost on a previous day of the same week by reason of the stopping, for not less than thirty consecutive minutes, of machinery upon which such person was employed or dependent for employment and unless a written report of the date, hour and duration of the occurrence; nor shall such overtime employment be authorized because of the stopping of machinery for the celebration of any holiday. Every employer engaged in furnishing public service, or in any other kind of business in respect to which the department shall find that public necessity or convenience requires the employment of children or women by shifts during different periods or parts of the day, shall post and keep posted in such manner as the commissioner may require in a conspicuous place in every room where such persons are employed a printed notice stating separately the hours of employment for each shift or tour of duty and the amount of time allowed for meals. A list by name of the employees, stating in which shift each is employed shall be kept on file at each place of employment for inspection by employees and by officers charged with the enforcement of this law. In cases of extraordinary emergency or extraordinary public requirement, this section shall not apply to employers engaged in public service or in other kinds of business in which shifts may be required as hereinbefore stated; but no such emergency or public requirement shall justify a variance from the preceding requirements of this section until a written report of the day and hours of its occurrence and its duration is sent to the department. This section shall not apply to persons who may be declared by the commissioner to be employed in a supervisory capacity, or who may be serving exclusively as personal secretaries. The commissioner may grant authority for employees of hospitals to be employed for more than nine hours in one day and forty-eight hours in one week and outside of a period of ten consecutive hours if he finds that an emergency exists requiring this action.

Notwithstanding any other provisions of this chapter, no minor under fourteen shall be employed in service on a farm for a total of more than four hours in any one day nor more than a total of twenty-four hours in any one week,

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<sup>22</sup>Labor Laws — Relative to Hours of Labor and Matters Pertaining to Health and Safety of Employees in Manufacturing, Mercantile and Other Establishments.

Sections of Chapter 149 (Ter. Ed.) as amended

Chapter 84 of the Acts of 1960

Sections of Chapter 23 (Ter. Ed.) as amended

Section 1 of Chapter 5 (Ter. Ed.) as amended

Chapter 96 of the Acts of 1959

Amendments include the Acts of 1959



except that the provisions of this paragraph shall not apply to the employment of a minor under fourteen who is related by blood or marriage to the owner or operator of the farm on which such minor is employed.

*Section 65.* No person shall employ a minor under sixteen, or permit him to work, in any occupation for which a permit for employment is required, for more than six days in any one week, or more than forty-eight hours, in any one week, or more than eight hours in any one day, or, except as provided in section sixty-nine, before half-past six o'clock in the morning, or after six o'clock in the evening. If the work performed by any such minor in a day is not continuous, but is divided into two or more periods, the person employing such minor shall so arrange such minor's work that all such periods of work shall fall within a period of nine consecutive hours. The time spent by such a minor in a continuation school or course of instruction as required by section 22 of chapter 71 shall be reckoned as a part of the time he is permitted to work.

*Section 86.* No person shall employ a child under sixteen years of age, other than a child over fourteen granted an employment permit by the superintendent of schools when such superintendent determines that the welfare of such child will be better served through the granting of such permit, or permit him to work in, about, or in connection with any mercantile establishment or in any employment mentioned in section sixty, or as defined in section one, other than street trades as defined in sections sixty-nine to seventy-three, inclusive; provided, that pupils over fourteen in co-operative courses in public schools may be employed by any co-operating mercantile establishment or other co-operating employment as defined by section one upon securing from the superintendent of schools covering any such co-operating employment; and provided, further, that no permit shall be issued to any child under sixteen to work in, about or in connection with any manufacturing or mechanical establishment, factory or workshop. Children between fourteen and sixteen who possess the educational qualifications set forth in section one of chapter 76 and are employed in private domestic service or service on farms shall be required to secure a permit issued by the superintendent of schools covering such employment. The person employing a child between fourteen and sixteen shall procure and keep on file, accessible to the supervisors of attendance of the town, to agents of the department of education, and to the department of labor and industries or its authorized agents or inspectors, the permit for employment issued to such child and shall keep a complete list of the names and ages of all children so employed.

On termination of the employment of a child whose permit for employment is on file said permit shall be returned by the employer within two days after said termination to the office of the superintendent of schools or school committee from which it was issued. Any person who retains a permit for employment contrary to this section shall be punished by a fine of not less than ten dollars nor more than one hundred dollars.

*Section 87.* An employment permit shall be issued only by the superintendent of schools or by a person authorized by him in writing, or, where there is no superintendent of schools, by a person authorized in writing by the school committee of the town where the child to whom it is issued resides during his employment, or, if the child resides outside the commonwealth, of the town where the child is to be employed; provided, that no member of a school committee or other person authorized as aforesaid shall have authority to issue such permit for any child then in or about to enter such person's own employment or the employment of a firm or corporation of which he is a member, officer, or employee. If an employment permit is issued to a child under sixteen authorizing employment in a town other than that of his residence, a duplicate thereof shall be sent forthwith to the superintendent of schools of the town where the employment is authorized.

The person issuing an employment permit shall, before issuing it, receive, examine, approve and file the following papers duly executed:

1. A pledge or promise, signed by the employer or by an authorized manager or superintendent, setting forth the character of the specific employment, the number of hours per day during which the child is to be regularly employed, and the name and address of the employer, in which pledge or promise the employer agrees to employ the child in accordance with this chapter, and to return the employment permit as provided in section eighty-six.

2. The school record of such child, filled out and signed as provided in section eighty-eight, except when such record may be waived thereunder.

3. A certificate, signed by a school or family physician, or by a physician appointed by the school committee, stating that the child has been thoroughly examined by said physician, and in his opinion is in sufficiently sound health and physically able to perform the work which the child intends to do.

4. Evidence of age, showing that the child is of the age required for the issuance of the permit, which shall consist of one of the following proofs of age:

- a. A birth certificate, or a duly attested transcript thereof, made by a registrar of vital statistics or other officer charged with the duty of recording births.

- b. A baptismal certificate, or a duly attested transcript thereof, showing the age and date of baptism of the child.

- c. If none of the aforesaid proofs of age is obtainable, and only in such case, the person issuing employment permits may accept in lieu thereof a passport or a duly attested immigration record, or transcript thereof, showing the age of the child, or other official or religious record of the child's age; provided, that it shall appear to the satisfaction of said person that the same is good and sufficient evidence of the child's age.

- d. If none of the aforesaid proofs of age is obtainable and only in such case the person issuing employment permits may accept in lieu thereof a record of age as given on the register of the school which the child first attended in the commonwealth; provided, that such record was kept for at least two years during the time when such child attended school.

- e. If none of the aforesaid proofs of age is obtainable, and only in such case, the person issuing employment permits may receive the signed statement of the school physician, or of the physician appointed by the school committee, stating that after examination it is the opinion of such physician that the child is at least of the age required for the issuance of the permit. Such physician's statement shall be accompanied by a statement signed by the child's parent, guardian or custodian, or, if such child has no parent, guardian or custodian, by the signed statement of the

next adult friend. Such signed statement shall contain the name, date and place of birth and residence of the child, and shall certify that the parent, guardian, custodian or next friend signing it is unable to produce any of the proofs of age specified in this section. Such statement shall be so signed in the presence of the person issuing the employment permit. The person issuing employment permits may, before issuing such a permit, require the parent, guardian, custodian, or next adult friend of the child to appear and approve in writing the issuance of such permit.

A certificate relating to the age or place of birth of any child or to any other fact sought to be established in relation to school attendance shall be issued, upon request, by a town clerk, and no fee shall be charged therefor by a town clerk or other official. The superintendent of schools or a person authorized by him in writing may revoke for cause the permit for employment of any child employed in private domestic service, if not in the employ of a member of his immediate family, or service as a farm laborer in the employ of any person other than his parent or legal guardian. Whenever such a permit authorizing employment of a child elsewhere than in his place of residence is held by him the superintendent of schools of the town of his employment shall forthwith notify the superintendent of schools issuing the permit of the child's failure to comply with any pertinent provision of law.

No superintendent of schools, school committee or other person authorized to receive, examine, approve and file such evidence of age, shall retain against the will of such child, his parent or guardian, such evidence of age, for a longer time than is reasonably necessary for making a copy, photostat or reasonable facsimile thereof, which shall be filed in place of the original and the original shall be returned to such child, his parent or guardian.

**Section 90.** Whoever employs a child under sixteen, or whoever procures, or having under his control a child under sixteen, permits him to be employed in violation of section eighty-six, shall be punished by a fine of not less than ten nor more than fifty dollars or by imprisonment for not more than one month; and whoever continues to employ a child under sixteen in violation of said section, after being notified thereof by a supervisor of attendance or by an inspector, shall for every day thereafter while such employment continues be punished by a fine of not less than fifty nor more than two hundred dollars or by imprisonment for not more than two months; and whoever forges, or procures to be forged, or assists in forging a certificate of birth or other evidence of the age of such child, and whoever presents or assists in presenting a forged certificate or evidence of birth to the superintendent of schools or to a person authorized by law to issue permits, for the purpose of fraudulently obtaining the employment permit required by section eighty-six, shall be punished by a fine of not less than ten nor more than five hundred dollars or by imprisonment for not more than one year, or both. Whoever, being authorized to sign an employment permit, knowingly certifies to any materially false statement therein shall be punished by a fine of not less than ten or more than two hundred dollars. Whoever, without authority, alters an employment permit after the same is issued shall be punished by a fine of ten dollars.

## COORDINATED PLANNING

Factors such as long-range public education, well-planned land-use policies, and good basic local legislation to protect and preserve for long-term use are ideal deterrents of attempts at encroachment on and misuse of land areas. All too often, cities and neighborhoods suddenly awake to the fact that such plans have been laid and that encroachment designs have been quietly in the making and have already developed to the acute or danger stage.

Coordinated planning between town and site operatives to effectuate sound controls are necessary.

At present, the Commonwealth of Massachusetts has in its 351 cities and towns 212 conservation commissions devoting efforts to conservation and land management.

Nine operatives are now cooperating with local conservation commissions and four sites are coordinating efforts with local town planning boards.

TABLE XXIII

### COORDINATED PLANNING WITH LOCAL CONSERVATION COMMISSIONS OR LOCAL TOWN PLANNING BOARDS

<i>Descriptive Agency</i>	SITES AND TOWN PLANNING BOARD		SITES AND CONSERVATION COMMISSION	
	<i>Action</i>	<i>Non-Action</i>	<i>Action</i>	<i>Non-Action</i>
National Affiliates:				
Community .....	1	25	4	22
National Affiliates:				
Neighborhood .....	3	11		14
Non-National Affiliates:				
Community .....		11	1	10
Religious:				
Ethnic .....		5		5
Religious:				
Selected .....		14	3	11
Socio-Medical .....		7	1	6
Operatives:				
Employment .....	—	5	—	5
TOTAL .....	4	78	9	73



## PROPERTY SURVEYS AND MASTER PLANS

The essential first step in the development of any land acquisition should be the legal establishment of property boundaries. Data indicates the problem of lack of established boundaries.

TABLE XXIV

### PROPERTY SURVEY

<i>Sites</i>	<i>No</i>	<i>Yes<sup>23</sup></i>	<i>Unknown</i>	<i>In-Part</i>	<i>In Process</i>	<i>Total</i>
82	15	32	28	4	3	82

Evidence is based on submitted forms dated, December, 1963. In the interim since, several agencies have inaugurated property surveys and others have investigated financial possibilities. Primary sources indicate the problem is still real and absolute. Data indicates 21.9 per cent of the total operatives do operate through and plan for future developments with a master plan designated as the official instrument for long-range planning.

## MANAGING AUTHORITY

Agency policies are designed in a variety of ways and executed from a variety of managing authority systems. The more common appears to be a board of directors with a specialized committee assigned to the particular site.

TABLE XXV

### TYPE OF MANAGING AUTHORITY<sup>24</sup>

<i>Descriptive Agency</i>	<i>Board of Directors/ Trustees<sup>25</sup></i>	<i>Special Committee<sup>26</sup></i>	<i>Direct Agency Control</i>	<i>Total</i>
National Affiliates:				
Community . . . . .	4	22		26
National Affiliates:				
Neighborhood . . . . .	2	12		14
Non-National Affiliates:				
Community . . . . .	8		3	11
Religious:				
Ethnic . . . . .	2		3	5
Religious:				
Selected . . . . .	8	5	1	14
Socio-Medical . . . . .	3	2	2	7
Operatives:				
Employment . . . . .	3	1	1	5
TOTAL . . . . .	30	42	10	82

Regardless of the name given to managing authorities, the following citation appears significant.<sup>27</sup>

"Boards should act as legislative and not as executive bodies and a clear distinction should be drawn between what are executive and what are legislative functions. The legislative functions belong, by right, to the board and the legislation should be enacted, after general discussion, by means of a formal and recorded vote. The board's work, as representative of the community, is to sit in judgment on proposals and determine the general policies of the site . . .

" . . . If the board desires information on any subject, it should direct its executive officer to furnish it. On the recommendation submitted, the board should sit in judgment, and, until convinced of the wisdom of the recommendation, the board should hold the recommendation in abeyance. In all matters which are strictly professional and which relate to the details of administration, the board should refuse to act in any way until the matter has been brought before the proper executive officer. His decision should not be reversed unless the board is thoroughly convinced that he is wrong. Deliberate thought should be taken. Even then, in many cases, the board will be wise not to act hastily. The wisdom of such a separation of functions has been shown repeatedly in the well developed and well organized departments through-

<sup>23</sup>Includes leased property. While 32 sites record a positive answer on surveys, 47 sites do not know, in the broadest and best sense, what exact acreages exist or within what given land boundaries effective planning can occur.

<sup>24</sup>See "identification of terms", Section I.

<sup>25</sup>Policy control is vested in a board which controls total agency functions without specific committees who adopt policies for specific programs.

<sup>26</sup>This group may or may not be members of the total agency governing board. Their function is to adopt policies for a specific operation within the agency and the area in question.

<sup>27</sup>For a more comprehensive treatment of the subject, the reader is referred to the following publication. Dana E. Harlow, *HANDBOOK FOR RECREATION AND PARK BOARDS*. Bureau of Government Research, University of Massachusetts' Amherst. 1964 pp. 132.

out the country. It is when boards and board committees, anxious to direct and manage as well as to govern, seize executive function and begin to displace the chosen (and paid) executive officer in the administration of the recreation system, that trouble and misadministration usually begin to develop . . . ”

Direct agency control over complete operation of the site is maintained by 12.4 percent of all operations. Of concern, however, is the necessity to understand the difference between legislative versus executive functions regardless of policy group control.

#### VESTED AUTHORITY

The vested authority, in this instance, is interpreted as the resident director or executive who is directly responsible for site programs, management, and operation. In 21.9 percent of all operations, the parent agency executive assumes a dual role — direct on-the-spot management of both in town and camp site programs and facilities.

TABLE XXVI  
VESTED AUTHORITY

<i>Descriptive Agency</i>	<i>None</i>	<i>Executive</i>	<i>Director</i>	<i>Total</i>
National Affiliates:				
Community . . . . .	5	1	20	26
National Affiliates:				
Neighborhood . . . . .		6	8	14
Non-National Affiliates:				
Community . . . . .		5	6	11
Religious:				
Ethnic . . . . .		1	4	5
Religious:				
Selected . . . . .		3	11	14
Socio-Medical . . . . .		2	5	7
Operatives:				
Employment . . . . .			5	5
TOTAL . . . . .	5	18	58	82

Secondary source data indicates this type of agency executive — resident site administration is not desirable inasmuch as one program suffers due to the absence of executive leadership. The two most common reasons offered for such dual administration are the “lack of qualified personnel” and “lack of funds”.

#### RECORDS AND REPORTS

Progress, regardless the climate involved, is based on the systematic recording of facts and data on a year-to-year basis. Data indicates 15.9 percent of participating agencies present data through a partial voiced (oral) report on a year-to-year basis or not at all. Such types of reporting indicate a careless type of administration on *both* legislative and executive levels.

TABLE XXVII  
RECORDS AND REPORTS<sup>28</sup>

<i>Descriptive Agency</i>	<i>Executive Report<sup>29/28</sup></i>	<i>Combined Staff/ Director Executive Report<sup>29/28</sup></i>	<i>Directors Annual Report Only<sup>29</sup></i>	<i>Staff Specialized Reports</i>	<i>Internal<sup>30</sup> Standard Forms</i>	<i>None</i>
National Affiliates:						
Community . . . . .	20	1	19	13	13	6
National Affiliates:						
Neighborhood . . . . .	11	6	8	9	6	3
Non-National Affiliates:						
Community . . . . .	10	5	8	7	5	1
Religious:						
Ethnic . . . . .	3	1	3	4	2	2
Religious:						
Selected . . . . .	14	3	13	10	10	
Socio-Medical . . . . .	7	2	7	5		
Operatives:						
Employment . . . . .	4		3	1		1
TOTAL . . . . .	69	18	61	49	36	13

<sup>28</sup>Does not include audited accounts or financial statements required by law and filed with the departments of the Attorney General.

<sup>29</sup>Submitted to managing authority.

<sup>30</sup>United Community Services financial members submit standard budget report forms. These are excluded from totals.



While a financial audit is required by law, the purpose, philosophy, and program interpretation and continuity are purportedly left to the discretion (and professional opinion) of the site director. Without background data on the previous year's operation, he is not only handicapped in the fulfillment of purpose and philosophy but, similarly, essential program continuity and long range development are lost in personnel transition.

Sound reporting cannot be emphasized too much. Sound records and reports are part of the responsibility of any professional organization. Agencies differ (and they should) in the forms of statistical and narrative reports which are required, but these reports should reflect instruments of evaluation, and sound guides for future program planning. They should be reflections of the expressed, unexpressed, and unfilled interests and needs, as well as an accountability of what happened. These basic instruments of future planning should provide a *permanent* and *continuous* record for future workers, for information and understanding, and the substance for interpreting and explaining to the public how the camp serves its clientele.

## PURCHASING

Food procurement, and the cost factor (Table XXVIII) related to food supplies, represent 17.86 percent of the total operating costs within the universe. Because of the variety of recorded methods of food procurement, it is safe to assume that other procured goods, both of a short and long-term nature, are secured in the same variety of ways. Empirical reasoning indicates excessive cost factors are due to late, uncoordinated, unorganized, buying. It appears centralized purchasing for all goods should be fundamental and is practical.

TABLE XXVIII

### FOOD PROCUREMENT

<i>Descriptive Agency</i>	<i>Yearly Competitive Bid</i>	<i>Local Area<sup>31</sup></i>	<i>Wholesale Lots</i>	<i>Quality Control</i>	<i>Cost Analysis</i>	<i>Indiscriminate Non-coordinated Purchasing</i>
National Affiliates:						
Community . . . . .	13	10	12	1	9	9
National Affiliates:						
Neighborhood . . . . .	3	10	8	1	3	1
Non-National Affiliates:						
Community . . . . .	7	7	9	3	2	1
Religious:						
Ethnic . . . . .	4	3	4			
Religious:						
Selected . . . . .	13	9	11	2	6	1
Socio-Medical . . . . .	5	6	6	3	3	
Operatives:						
Employment . . . . .	3	2	3		1	1
TOTAL . . . . .	48	47	53	10	24	13

An attempt to coordinate purchasing has been done in the past but data indicates marginal participation at present. Coordinated buying based on a quality-quantity index for all items of less than five year duration could assist in an appreciable saving. Moreover, it appears quality could be protected, if not enhanced.

While food represents one-fifth of the represented budget totals, it appears this area alone would achieve much by establishing quality and financial control through coordination. 15.8% of operatives indicate no food procurement policies and 26.8% indicate purchasing is solely on an "as needed" local basis.

## FIRE PROTECTION

Twenty-four of the participating respondents have designated fire lanes, while the remainder offer a variety of fire protective measures. Twenty sites do not offer any fire protection orientation. Data indicates an over-all general lack of adequate fire protection through proper orientation and supplementary fire equipment. In minor instances, sheer apathy regarding the potential dangers of fire was evident.

It is incumbent that operative be fully aware of local fire statutes. Moreover, the need for humane understanding overrules all.

## INSURANCE COVERAGE

Primary sources and personal commentary received during site inspections and introductory interviews, indicate sites have a variety of problems and seek answers to major perplexing problems related to insurance per se. Insurance specialists agree that comprehensive insurance covering full treatment of insurance areas is mandatory.

" . . . Agencies would be wise to seek the advice periodically and review on a distinct time schedule their needs with a specialist trained and experienced in these matters. Especially those agencies which operate resident camps, should seek the advice of a camp insurance specialist . . . ."<sup>32</sup>

<sup>31</sup>Twenty-two sites utilize both local and competitive purchasing.

<sup>32</sup>J. Verity Smith, "Personal Comment". Specialist in Camp insurance. 44 School Street, Boston, Massachusetts. April 14, 1963.

TABLE XXIX

## MEASURES OF FIRE PROTECTION

Descriptive Agency	Site Fire Lane	Full Protection Measures	Extinguishers	Identified Other <sup>34</sup> Barriers	Self Fire Truck	Commercial Public <sup>33</sup>	Water Pails	PERSONAL ORIENTATION		
								Pre- Camp	Routine	None
National Affiliates:										
Community.....	12	21	437	8	4	30	409	21	21	5
National Affiliates:										
Neighborhood.....	2	12	106	7		14	20	9	9	5
Non-National Affiliates:										
Community.....	3	10	335	4	4	12	122	8	8	3
Religious:										
Ethnic.....		4	67	2		2	55	4	4	1
Religious:										
Selected.....	7	14	164	2	1	8	76	11	11	3
Socio-Medical.....		6	68	2	1	3	14	7	7	
Operatives:										
Employment.....		4	20	1		3		2	2	3
TOTAL.....	24	71	1,197	26	10	72	686	62	62	20

Most of the peculiar legal aspects of an insurance contract arise from the fact that it is an aleatory as distinguished from a commutative contract. In making the latter type of contract, the parties contemplate a fairly even exchange of values. In a sale, which is a typical commutative contract, the seller thinks that the price paid is about equal to the value of the goods, and the buyer expects to get goods about equal to his price. On the contrary, in making an insurance contract, the insured knows that he is paying a sum far less than the insurer is to pay him under certain conditions that will probably not occur. Insurance is an aleatory contract, the conditions are a part of the bargain. They define the risks and require similar contributions to the fund from which losses are to be paid. Legal advice indicates the majority of agencies do not now have, nor have they had, sound comprehensive coverage on all insurance matters for their sites. Data also indicates that the general interpretation of contracts has been warped almost beyond recognition in applying it to insurance controversies. It is incumbent on all agencies to secure sound legal advice on this subject and support an insurance program indicative of current needs and trends.

## TAX STRUCTURES

On the question of the role of the tax structure of private large land holdings, William H. Whyte commented in *Connecticut's Natural Resources — A Proposal For Action*:<sup>35</sup>

"When the tax question is looked at from the community's point of view, it becomes evident that more than farmland (or open space) is involved. There are other open space uses of private land which serve the public interest and which the public should reflect in its use of the taxing power. Three categories might be established: agricultural and forest, recreational, and resource land. Under recreation, for example, golf clubs (as well as private non-profit camps) could be registered; even though it may be private, the public does have an equity in this continued openness, and it should not tax it in new developments. Under the resource category, the community could designate water supply lands. These could be a vital part of the community's open space, and if they are, they should not be assessed on this potential subdivision value."

## NON-PROFIT OWNERSHIP AND TAX EXEMPTION

Inasmuch as publicly owned property is property held in trust or ownership by non-profit agencies and generally exempt from taxation by local authorities, the amount of such property in any particular town may have great significance from the standpoint of local government and the local taxpayers. This becomes especially true when areas serve a clientele or user group from another geographical locale, metropolitan area, or town and the property offers little if any contribution to local community life.

Moreover, publicly owned property and non-profit agencies previously mentioned are not the only property excluded from taxation. To this must be added extensive holdings owned by various other semi-public institutions such as educational, charitable, and religious organizations. Some towns, with a large amount of either one or a combination of both types of tax exempt property, are found with the serious problem of meeting local government expenditures on a contracted base of taxation.

In connecting the presence of tax exempt property in a community and the impact on local fiscal conditions, allowances should be made for the benefits often derived by the local population and the community as a result of the open space or the activities connected with it. When public or semi-public property involves large scale construction, such as new buildings for the purpose of increasing the number of users or user groups, new values are created, which might not have developed otherwise. Nevertheless, such construction creates an additional burden for the community, which ordinarily must expand the existing services or provide entirely new facilities such as roads and in some instances, fire protection, police protection, sewerage control and water services.

<sup>33</sup>Solely the town system of the locale of agency.

<sup>34</sup>Designated roads, streams and the like.

<sup>35</sup>William H. Whyte, *Connecticut's Natural Resources — A Proposal For Action*. State of Connecticut, Department of Agriculture and Natural Resources. Hartford. June, 1962. p. 28.



There are two legitimate thoughts here: one from the view of the operation and the other from the local government and the residents from the community it represents. 1. The towns should encourage the retention of open spaces — farmlands, camps, and the like. With a re-examination of the tax assessment policy and through the provision of the town grant program, considerable good can be done to reduce the pressure of haphazard development of existing open space. This is important to the agency and it is equally important for the community to realize that specific acreages should remain in "perpetuity" open in their natural state. By nature of the limited existing open space, the principle of preservation is in the forefront.

2. The agency, by nature of its non-taxable status, should realize that it does in many instances control choice property within the confines of the town, and if the property so mentioned were under private ownership a considerable amount of tax, monies could and would accrue to the town budget. The agency, therefore, should assure the town, by virtue of the reduction or non-existence of a tax, that good conservation practices shall be strictly observed and the aesthetics of a "green belt" code shall continue.

As a combined effort, the towns and the agency should actively cooperate through the use of legal machinery to acquire easement rights for specific flood plains, swamps, hillsides, hilltops, and through a cooperative venture assure the permanency of their natural qualities.

While the various agencies give "lip service" to cooperation, there is no documented evidence that anything as straightforward as mentioned above is being done.

It should be noted that tax revisions raise many complex questions and would require a thorough study by the General Court. If it is geared to the over-all resource and open space effort, it would not be special interest legislation. The public's equity is just as strong as the agency's, and there is a strong indication there would be cooperative support for such an effort.

## ENVIRONMENTAL HEALTH AND SANITATION

State laws are explicit in advocating methods of rubbish and garbage disposal. While site inspections indicate an abuse of sound housekeeping practices, disposal of garbage and rubbish does in a *general* sort of way meet minimal statutory requirements. Systems, for the most part, should be improved by new construction or the adoption of new procedures. (For specific annotations of Maine, New Hampshire and Massachusetts Laws, see Appendix B).

TABLE XXX

### TYPES AND MEASURES OF SANITATION SYSTEMS

<i>Descriptive Agency</i>	TOILETS		UNITS		<i>Screened Rubbish/ Garbage</i>	GARBAGE/RUBBISH TYPE DISPOSAL				<i>Doors/ Windows Fully Screened</i>
	<i>Pit</i>	<i>Flush</i>	<i>Cess- pool</i>	<i>Septic Tank</i>		<i>Self</i>	<i>Commercial</i>	<i>Town Dump</i>	<i>Internal Dump</i>	
National Affiliates:										
Community . . . . .	200 <sup>36</sup>	143	7	22	9	17	9 <sup>37</sup>	11	12	10
National Affiliates:										
Neighborhood . . . . .	16 <sup>39</sup>	102 <sup>38</sup>	5	14	5	11	3	12	2	6
Non-National Affiliates:										
Community . . . . .	25 <sup>40</sup>	222 <sup>41</sup>	3	11	3	9	2	8	3	4
Religious:										
Ethnic . . . . .		55 <sup>42</sup>	2	5	1	5		5		
Religious:										
Selected . . . . .	41 <sup>43</sup>	173 <sup>42</sup>	4	14	4	11	3	7	7	
Socio-Medical . . . . .	21 <sup>44</sup>	65 <sup>42</sup>	2	7	1	5	2	7		
Operatives:										
Employment . . . . .		17		5		4	2	4	1	
TOTAL . . . . .	303	777	23	78	23	62	21	54	25	20

However, there are inadequacies of facilities in relation to the number of user units per site.

Data indicates three sites do not have any sanitary facilities; however, it should be noted that these are non-developed properties. Within the statistical universe, 48.7 percent utilize pit privy systems and, in some instances, without adjacent water basins for personal cleanliness.

<sup>36</sup>One site with all privies, three none, and twenty-two sites with both flush and pit systems.

<sup>37</sup>Three operate on a commercial-self basis.

<sup>38</sup>Fourteen areas operate flush systems.

<sup>39</sup>Six areas utilize pit systems.

<sup>40</sup>Four areas operate pit systems in conjunction with flush systems.

<sup>41</sup>Eleven operate flush systems.

<sup>42</sup>All operate flush systems.

<sup>43</sup>Six operate pit systems in conjunction with flush.

<sup>44</sup>Two operate pit systems in conjunction with flush.

While laws indicate pit privies are "permissive" in the outdoor setting, many operatives find the idea repugnant. The repugnancy of the idea is compounded when one realizes that: (1) user clientele are oftentimes from the culturally disadvantaged areas of Boston with tenement infestations. An inspection of these areas gives a visual image of poverty and desperation. Oftentimes toilet facilities are "down the hall", "community type", and all too often, defective; (2) pollution factors and poor sanitation associated with ill-constructed, makeshift structures are present; (3) increase of user units indicates the need for future water pollution control, and (4) the need for enhancing environmental health within the given site. However, various advocates of the pit privy system indicate the need for continuance is coupled with "outdoor programs", "back to nature", or "this is camping". So be it, but this writer fails to follow the analogy. He holds the *firm* and *unshakeable* belief that programs should be geared to land values, preservation of natural resources, and aligned with appreciation of the aesthetics of woods and water and the eternal right not only to pursue these rights but to enjoy them with dignity.

The current Federal bill, Public Law 88-578 (The Land and Water Conservation Fund Act of 1964), is a source of financing outdoor recreation and may assist in inaugurating, through group and individual action, the complete banning of pit systems in outdoor recreation areas. Agencies would do well to accept this thought and support such a clause without occlusion.

A good health program should attempt to equate between activity and rest with special emphasis on nutrition. To appropriately schedule health practices in rapport with over-all programs, there is a demand for medically trained staff personnel in given settings. (See Table XXXIII.)

Data indicates that by and large most sites do meet technical health standards; however, medical examinations, as reported, are often cursory and inadequate. The planning of a health program should be the responsibility of the site physician. The planning and effective operation of a health program is culminated by a resident registered nurse. To carry out medical duties, it is not necessary for the physician to give full time or even part time every day; however, he must visit the site and be completely familiar with the physical facilities and programmed activities. The designation in the site prospectus of a physician as a medical consultant is inefficient — he must be a participating member of the operation. Data indicates that all too often the physician's role is limited to office calls at best or having his name cited in the brochure.

## POLLUTION

Data indicates twelve sites have abandoned water sources due to reported contagion or pollution factors, as recorded by the Department of Public Health since the inauguration of various site programs. Supporting data from the various Health Departments<sup>45</sup> in the three states indicate the factors relating to existing mean ( $M_x$ ) pollution factors (Table XXXI). Variances are negligible.

President Lyndon B. Johnson has expressed his concern for the preservation of open space and the restoration of the Nation's waterways.

"Through pollution control programs we can do much to restore our rivers . . . The time has come to identify and preserve the free-flowing stretches of our great scenic rivers before growth and development make the beauty of the unspoiled waterway a memory . . . In the last few decades entire new categories of waste have come to plague and menace the American scene . . . Pollution is growing at a rapid rate . . . Every major river system is now polluted. Waterways that were once sources of pleasure and beauty and recreation are forbidden to human contact and objectionable to sight and smell . . . The tradition of our past is equal to today's threat to that beauty. Our land will be attractive tomorrow only if we organize for action and rebuild and reclaim the beauty we inherited."

TABLE XXXI  
WATER SOURCE EXAMINATIONS<sup>46</sup> OF SITE LOCALES

	<i>New Hampshire</i>	<i>Maine</i>	<i>Massachusetts</i>
Color . . . . .	24	7	20
Chlorides . . . . .	11	7	9
Hardness . . . . .	76	39	40
Alkalinity . . . . .	14	24	26
Iron . . . . .	.61	.02	.50
Phosphorus . . . . .	5.8	6.3	6.4
Nitrates . . . . .	.15	.20	
Manganese . . . . .	.68	.16	.26

New Hampshire "does not require juvenile camps to submit water samples every year but suggest that it be done once every few years, except in instances where the inspectors feel the supply is questionable."<sup>47</sup> Data also indicates that three sites are operating without a license and therefore their water systems have not been recorded by health officials.<sup>48</sup>

<sup>45</sup>E. W. Campbell, Dr. Ph., Director, Division of Sanitary Engineering, State of Maine, Department of Health and Welfare, Augusta. *Letter*. September 17, 1963.

Francis J. Lariviere, Associate Sanitary Engineer, State of New Hampshire, Department of Health and Welfare, Division of Public Health, Concord, New Hampshire. *Letter*. October 5, 1963.

J. Bellizia, Associate Director, Department of Public Health, Commonwealth of Massachusetts, State House, Boston, Massachusetts. *Comments*. September 12, 1964.

<sup>46</sup>For interpretation, the reader is referred to the cited "Standards" in this report.

<sup>47</sup>William A. Healy, Director, Bureau of Sanitary Engineering, Department of Health and Welfare, Concord, New Hampshire. *Letter*. September 3, 1963.

<sup>48</sup>Lariviere letter. Op. Cit.



New Hampshire control on bacteriological tests is outlined in *Standard Methods for the Examination of Water and Sewerage* — 1960 Edition.

Maine outlines the procedure for the bacteriological examination of water in a comparable *Standard Methods for the Examination of Water and Sewerage*. (Revised edition.)

Massachusetts control is vested in and controlled by *The Sanitary Code, Article I, Article II, Article IV, Article VIII, and Article XI*.

Operatives should review and note the specific statutory requirements within these articles.

## ROUTINE MAINTENANCE OF FACILITIES

Thirty-six of the eighty-two operatives (Table XXXIII) benefit from year-round maintenance schedules with full time, in residence maintenance or ranger personnel. Proper maintenance of capital facilities and equipment is a core and basic need closely related to continuous, effective service and economy of operation. Proper and planned preventive maintenance is directly related to economics and will result in long range savings by reducing to a minimum the need for capital campaigns for rehabilitation of basic site facilities.

Related literature concludes that a reasonable percentage of 10% to 15% (or a high of 10% to 20%) should be added to capital goals to provide a stabilizing fund for maintenance to augment annual operative maintenance funds necessary in any properly established agency budget.

Observations indicate that sites which do not have a year-round or seasonal maintenance man assign — voluntarily or involuntarily — maintenance and repair duties to staff, director not excluded. Their energies are therefore directed to routine maintenance jobs and, in essence, handicap the program which they were employed to direct. Pre-seasonal orientation-training periods of 3 to 5 days duration are often relegated to "site clean up, paint up, fix up," with little, if any, sound leadership training adapted to meeting and understanding the needs, interests, and desires of incoming clientele.

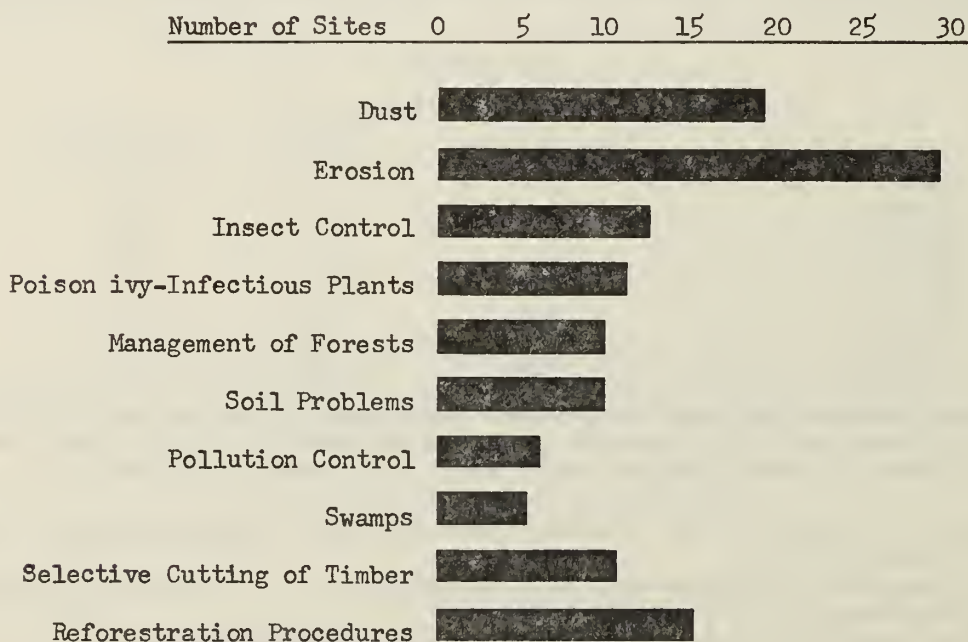
## PROBLEM AREAS AFFECTING SITE OPERATIONS

An analysis of problem areas, as reported by operatives, cited in array form indicates areas of concern relate directly to (1) administrative procedures, management policies, quality and type of staffing on the policy, executive, supervisory and leadership levels and (2) lack of initial technical planning associated with site selection, layout and design, and subsequent observance of sound forest land use, conservation and management practices.

### GRAPH I

#### PROBLEM AREAS OF SITES REPORTING

#### PROBLEMS RELATED TO LAND MANAGEMENT AND CONSERVATION PRACTICES

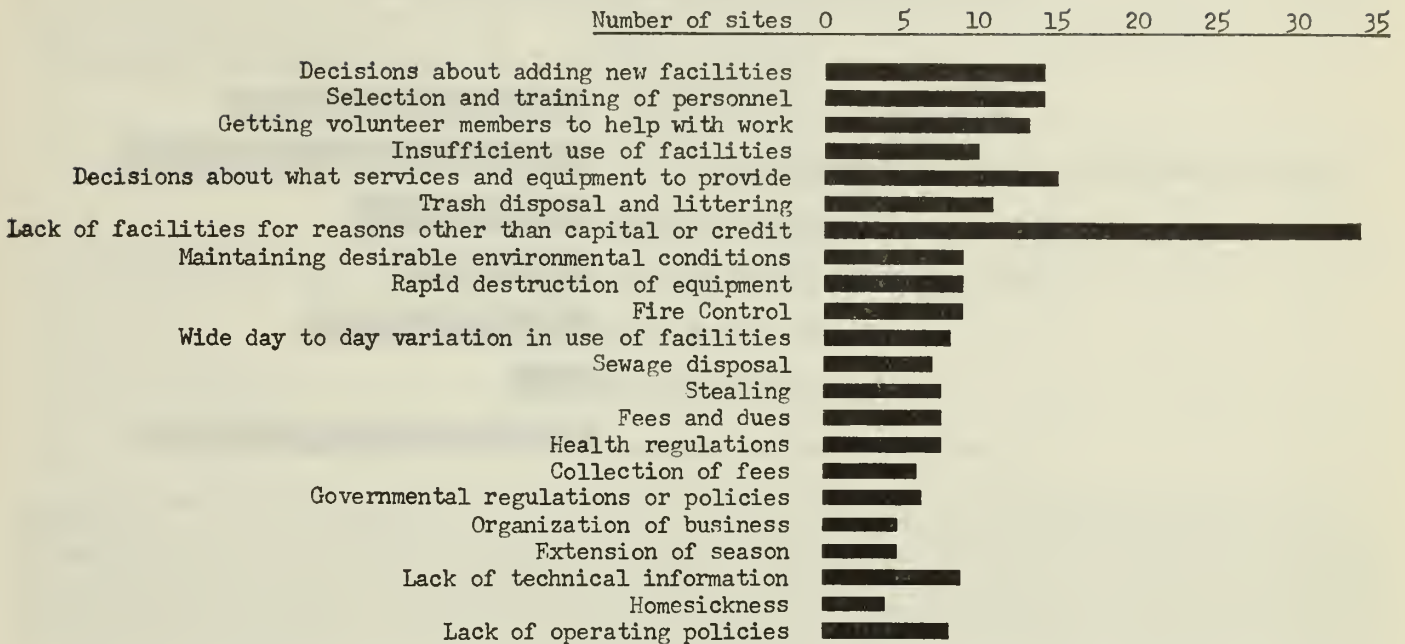


Twenty percent of the problem areas concern land use and forest management. Twenty-eight percent of the problems relate to the lack of long-range planning and ninety-one percent is directly related to sound over-all operating policies established by managing authorities. Coupled with over-all administration as a real concern, is the lack of qualified personnel on both a short and long term employment basis who are academically trained in the administration and organization of recreation with a supporting staff that is knowledgeable of and trained in wildlife, conservation and land use management.

## GRAPH II

### PROBLEM AREAS OF SITES REPORTING

#### PROBLEMS AFFECTING ADMINISTRATION



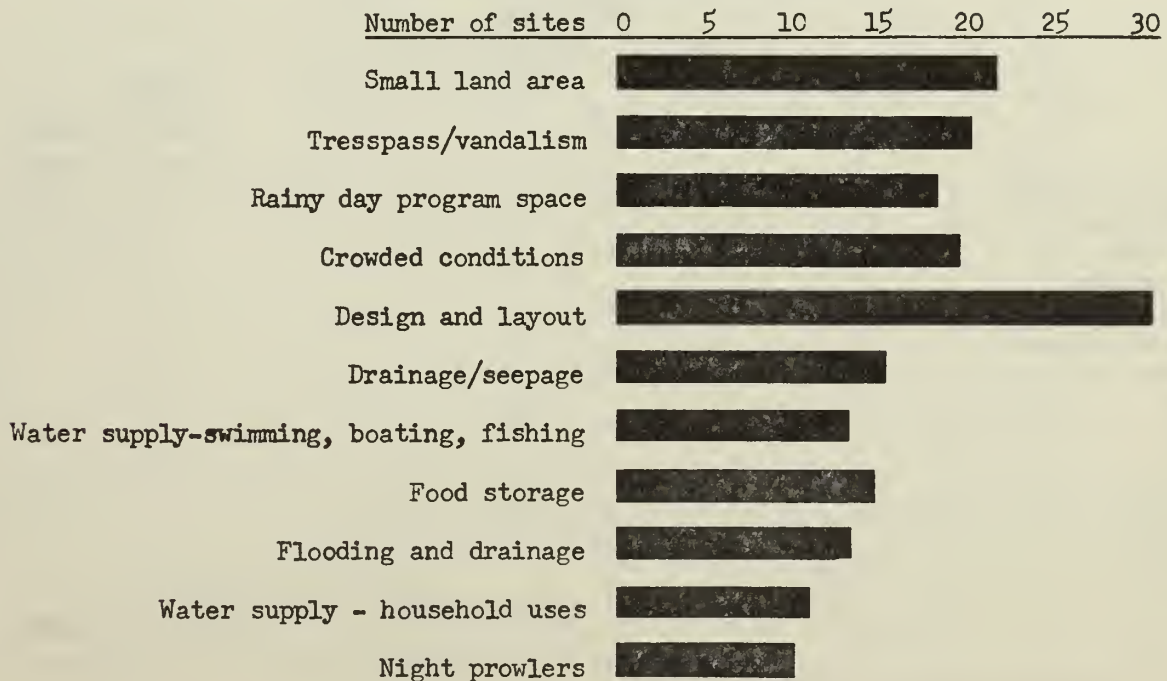
Problems are inevitable; however, it appears that the basic core of site irritations are due directly and indirectly to the gross lack of long-range planning based on acceptable principles of master plans.

Sound site acquisitions, their development and growth, commensurate with benefits derived by user units, are directly related to long-term planning. Because of their national alignments, some agencies enjoy the privileges of consultative services and material services that locally-based agencies believe they cannot economically afford. Remedial action and benefits can accrue to local, non-affiliated agencies through *cooperative* retention of short or long-term consultants and specialists for all planning facets within the operation.

## GRAPH III

### PROBLEM AREAS OF SITES REPORTING

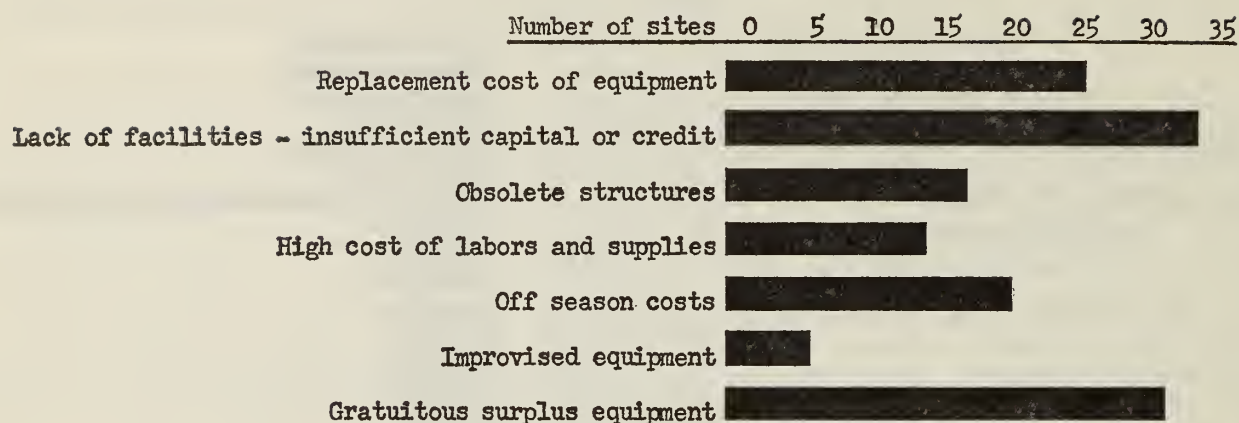
#### PROBLEMS RELATED TO LAYOUT AND DESIGN





# GRAPH IV

## PROBLEM AREAS OF SITES REPORTING PROBLEMS RELATED TO ECONOMICS AND FINANCIAL MATTERS



Since each site has its own particular "personality," there is no one best method of managing outdoor recreation programs under the auspices of the "charitable dollar" suitable for *all* sites. Neither can *one* single master plan be superimposed indiscriminately on site after site. Those sites operating under or through closely aligned purposes, philosophies and other identifiable characteristics would do well to review the examples of an already proven allied program. The general framework will vary; but the underlying factors of presenting programs geared to the needs and interests of all citizens having special cultural, physical, sociological or psychological needs on a long-range, year-round basis are ideas synonymous to community growth and progress.

### PERSONNEL POLICIES AND STAFFING PROCEDURES

The need for outdoor recreation sites to serve public and proprietary interests is well documented. While facilities are important, of greater importance is skilled leadership with purpose and imagination.

The problem of meeting individual and societal needs is complex and difficult and doubly so without skilled staffing procedures on all levels — policy, executive, supervisory and leadership.

### STAFF — USER UNIT RATIOS

Respondents indicate a mean ratio of 1:8.2 for volunteer-paid staff to clientele. The staff in this instance is identified as all inclusive — administrative, line, and volunteer leaders in residence. Direct clientele staff ratio is calculated at 1:11.8 mean for 1964 with a 17.1 mean age and 1.42 years of experience excluding participation in user unit programs.

TABLE XXXII  
CLIENTELE — STAFF RATIOS<sup>49</sup>

<i>Descriptive Agency</i>	<i>1 : 4</i>	<i>1 : 5</i>	<i>1 : 6</i>	<i>1 : 7</i>	<i>1 : 8</i>	<i>1 : 9</i>	<i>1 : 10</i>	<i>Less than 1:20 More than 1 : 10</i>	<i>More than 1 : 20</i>	<i>Total</i>
National Affiliates:										
Community.....	2	4	1	1	7	7	3		1	26
National Affiliates:										
Neighborhood.....	1	2	4	1		3		2	1	14
Non-National Affiliates:										
Community.....		1		3	1	4	2			11
Religious:										
Ethnic.....	1	2			2					5
Religious:										
Selected.....	1	2				6	5			14
Socio-Medical.....	1	1		1		4				7
Operatives:										
Employment.....		2		1		1		1		5
TOTAL.....	6	14	5	7	10	25	10	3	2	82

<sup>49</sup>Identified as all volunteer and paid personnel.

Mean age for director and assistant director is 27.5 with an inclusive education mean of 16.1 years.

Volunteer staff play a primary, and at times a major, role in the national affiliate serving a community base. Only specialized program support is offered through salaried personnel.

A contributory factor in the director age index is reflected by agency in-town executives serving a dual role as resident administrator of both programs.

Respondents indicate 31 sites do *not* have resident nurses in attendance on a twenty-four-hour basis. Statutory requirements are precise in this instance and advocate a registered nurse, licensed practical nurse, or second-year medical student for operations with a resident per-session intake of 75 clients. Thirteen sites indicate that they do not have a physician on call.

TABLE XXXIII

STAFF<sup>50</sup> PERSONNEL

<i>Descriptive Agency</i>	<i>Ranger Part- Time<sup>52</sup></i>	<i>Ranger Year- Round</i>	MAINTENANCE PERSONNEL				<i>Registered Nurse<sup>51</sup></i>	<i>Physician on Call</i>
			<i>Part- Time<sup>52</sup></i>	<i>Year- Round</i>	<i>None</i>	<i>In Residence</i>		
National Affiliates:								
Community.....	3	6	4	9	4	8	15	20
National Affiliates:								
Neighborhood.....		3	5	1	5		5	13
Non-National Affiliates:								
Community.....			4	6	1	3	9	10
Religious:								
Ethnic.....			1	3	1		4	5
Religious:								
Selected.....			9	3	2	3	11	13
Socio-Medical.....			2	5		2	7	7
Operatives:								
Employment.....					5			1
TOTAL.....	3	9	25	27	18	16	51	69

FINANCIAL AND BUDGETARY POLICIES

The basic core support of 60.9 percent of all operatives within the statistical universe is through special allocations from United Community Services or the Massachusetts Bay United Fund, while 30.4 percent indicate personal donations, gifts,<sup>50</sup> or proprietaries subvention as the means of base support. Direct fees and charges are indicated by 100 percent as one source of revenue; yet 6.9 percent indicate this means as their major core and indicate a purposeful intent to be self-sustaining. 2.4 percent indicate no means of year-to-year support and rely on non-calculated income.

TABLE XXXIV

CORE SOURCE OF OPERATING FUNDS BY SITE NUMBER

<i>Descriptive Agency</i>	UF — <i>United Community Services</i>	<i>Personal Donations/ Gifts</i>	<i>Foundations/ Trusts</i>	<i>Fees/ Charges</i>	<i>Endowments</i>	<i>None</i>
National Affiliates:						
Community.....	22	5	2	26	2	
National Affiliates:						
Neighborhood.....	9	4	6	14	2	
Non-National Affiliates:						
Community.....	3	5	1	11	2	
Religious:						
Ethnic.....	3	3		5	3	
Religious:						
Selected.....	8	2	3	14	4	
Socio-Medical.....	4	4	2	7	3	
Operatives:						
Employment.....	1	(2)		(5) <sup>3</sup>		2
TOTAL.....	50	25	14	82	16	2

<sup>50</sup>For "line" and "staff" functions, see "terms".

<sup>51</sup>Either LPN or RN in residence on a twenty-four-hour basis.

<sup>52</sup>Agency terminology only. Both classifications perform same basic function.



Non-profit agency programs can no more be self-supporting than can the majority of public programs by nature of the special community needs they purportedly serve. To do otherwise is a mockery of intent — yet, the need must be legitimate. There are legitimate nominal fees and charges which should be affixed to services but these must be carefully applied and equitably controlled and not serve as a main core of financial support.

No longer can agencies afford the luxury of seasonal operation or below minimal intake for reasons of comfort and proprietary interests. Neither should agencies seek economic celibacy in financial matters but must seek other sources of revenue through legitimate use — and the need is evident in the leisure market — during periods when facilities are vacant or not scheduled for or by agency clientele.

The statistical universe represents big business — an employer of people, a purchaser of goods, and an economic consumer. Regardless of the financial alignment, the statistical universe represents over \$8,000,000 in tangible property which, according to all valid estimates is extremely low, and a yearly budget of nearly two and one-half million dollars. Agencies must disregard their charitable births, and consider their entire operational machinery — policies to personnel, finances to planning — in the same light as do their private, public, or commercial contemporaries. The entire makeup of the organizations must be executed according to strict business procedures in their broadest and best sense.

The operational budgets for the 82 sites consisting of 19,835.69 acres for 1964 totaled \$2,414,670.25. Based on financial budgets data from 1957 to 1964 on 76 reporting operatives, budgets doubled, increasing from \$1,095,068.64 to \$2,414,670.25. Since 1961, 1,326.45 acres of new property have been added to the previously cited acreage and new programs added in this instance.

Tabulated data reported for operating-maintenance is 17.95 percent of the total fiscal expenditure. Of importance within this index is a reported 12.7% expenditure for program supplies and supplementary administrative needs for operations. Based on this data, allowable mean maintenance costs amounts to one-fifth of totals.

Some 30.40% of gross funds go for personnel. Modern theories of personnel finance for leadership and program services indicate an allowable budget of 75% depending on the recreation program offered and the indices of supervisory need. The remainder of the budget is designated for maintenance and other operational costs. Acquiring property and making capital improvements are over and beyond costs for operation and additional funds are needed for these specific purposes.

Further analysis indicates 4.13% of total finances for expendable equipment of seasonal duration and 2.45% for non-expendable equipment with a pro-rated longevity of more than one but less than five years durability. Permanent equipment, identified as having more than five years durability, is cited as being 8.45% of total budgets. Food costs total 17.86%.

There appear hidden cost factors in personnel, food, building (permanent) costs, and operating maintenance. In thirteen instances, agency executives serve dual capacities as heads of both site and in-town operations, and have not in nine instances pro-rated their salaries to the site operation. Full and conclusive data on personnel on a pro-rated basis is not available and, by nature of procedural involvements on internal fiscal policies by agencies, the time element involved to establish valid documentation precludes opportunity to secure valid findings. Cost factors related to the other three factors — food, building cost and operating maintenance — appear low because of governmental contract or surplus food programs utilized by sites. Valid cost documentation is not available which would represent authentically precise market prices of surplus goods. Volunteer or gratuitous labor is also excluded.

As cited in Table XXXV, the operational cost per day based on full 365 day, calendar year ranges from a high of \$166.28 and a low of \$37.45. Mean (Mx) daily cost is \$80.67, all inclusive.

TABLE XXXV  
OPERATIONAL COST OF SITE PER DAY BASED ON 365 DAYS

<i>Descriptive Agency</i>	<i>Number Sites</i>	<i>Total Days<sup>63</sup></i>	<i>Total Budgets</i>	<i>Cost per Day</i>
National Affiliates:				
Community.....	26	9,490	\$ 613,316.74	\$ 64.62
National Affiliates:				
Neighborhood.....	14	5,110	207,494.37	40.60
Non-National Affiliates:				
Community.....	11	4,015	667,646.70	166.28
Religious:				
Ethnic.....	5	1,825	173,365.00	94.99
Religious:				
Selected.....	14	5,110	442,717.00	86.63
Socio-Medical.....	7	2,555	241,779.44	94.62
Operatives:				37.45
Employment.....	5	1,825	68,351.00	83.59(Mx)
TOTAL.....	82	29,930	\$2,414,670.25	\$ 80.67(Mx)

It appears that the direct law of supply and demand affects the day cost factor and that costs will increase proportionately, depending on user units, and similarly will decrease proportionately in terms of maintenance, personnel, and mass purchasing costs. The cost factor would increase or decrease accordingly until a mean (Mx) saturation point is reached.

<sup>63</sup>Cost factor is based on 365 days per year and has no relation to number of user units or to the number of days the site is actually utilized by user-units.

TABLE XXXVI

DESIGNATED 1964 EXPENDITURES WITHIN TOTAL FINANCIAL-BUDGETARY REPORTS  
FOR STATISTICAL UNIVERSE

<i>Descriptive Agency</i>	<i>Operating Maintenance</i>	<i>Personnel</i>	<i>Equipment Expendable</i>	<i>Equipment Non- Expendable</i>	<i>Food</i>	<i>Permanent</i>	<i>NOC<sup>53B</sup></i>	<i>Total</i>
National Affiliates:								
Community . . . . .	158,486.59	241,974.00 <sup>53A</sup>	14,284.86	3,849.43	155,334.60	19,282.00	20,105.26	613,316.74
National Affiliates:								
Neighborhood . . . . .	42,447.00	71,656.00	5,594.00	1,614.00	48,447.87	4,071.00	33,664.50	207,494.37
Non-National Affiliates:								
Community . . . . .	108,937.13	157,376.50	34,672.58	43,026.16	79,479.28	95,000.00 <sup>53C</sup>	149,155.05	667,646.70
Religious:								
Ethnic . . . . .	17,250.00	59,500.00	17,700.00	3,150.00	35,500.00	3,000.00	37,265.00	173,365.00
Religious:								
Selected . . . . .	59,772.86	78,056.00	14,467.28	5,544.99	55,140.99	51,500.00	178,234.88	442,717.00
Socio-Medical . . . . .	44,936.67	113,339.00	9,085.00	1,400.00	44,498.00	2,300.00	26,220.77	241,779.44
Operatives:								
Employment . . . . .	<u>1,491.36</u>	<u>12,252.00</u>	<u>3,846.00</u>	<u>675.00</u>	<u>12,895.49</u>	<u>29,105.26<sup>53C</sup></u>	<u>8,085.89</u>	<u>68,351.00</u>
TOTAL . . . . .	443,321.61	734,153.50	99,649.72	59,259.58	431,296.23	204,258.26	452,731.35	2,414,670.25

Seventy-eight of the site operatives indicate expenditures are evaluated on a yearly or monthly basis. Four operations do not have any type of evaluation. Budget lead times vary from three to six months, as needed, or over two years.

TABLE XXXVIII

## MEASURES OF FINANCIAL POLICIES BY SITES

<i>Descriptive Agency</i>	<i>EXPENDITURES EVALUATED</i>		<i>Documented Fiscal Policy</i>	<i>Personnel Bonded</i>	<i>BUDGET LEAD TIME</i>				
	<i>Yearly</i>	<i>Monthly</i>			<i>None</i>	<i>3-6 Months</i>	<i>1 Year</i>	<i>1-2 Years</i>	<i>Over 2 Years</i>
National Affiliates:									
Community <sup>56</sup> . . . . .	18	5	18	14	3	6	16	1	(2)
National Affiliates:									
Neighborhood . . . . .	13	1	3	4		2	11	1	
Non-National Affiliates:									
Community <sup>54</sup> . . . . .	7	3 <sup>54</sup>	6	9	1	2	8		
Religious:									
Ethnic . . . . .	2	3	1				5		
Religious:									
Selected . . . . .	12	2	11	9	2 <sup>55</sup>	8	4		
Socio-Medical . . . . .	5	2	1	3		2	5		
Operatives:									
Employment . . . . .	<u>4</u>	<u>1</u>	<u>3</u>	<u>1</u>	<u>—</u>	<u>3</u>	<u>2</u>	<u>—</u>	<u>—</u>
TOTAL . . . . .	61	17	43	40	6	23	51	2	(2)

<sup>53A</sup>Reporting data not available on two operatives for personnel.

<sup>53B</sup>"Not Otherwise Classified" for study purposes.

<sup>53C</sup>End of season construction cost of new facilities not available.

<sup>54</sup>One agency reports no evaluation of expenditures.

<sup>55</sup>Budget proposal reported "as needed".

<sup>56</sup>Three agencies report no evaluation of expenditures.



Data indicates there is no common internal established policy among any or all categories in submitting narrative or documented reports to managing authorities on fiscal manners and records vary in degree as their fiscal policies. While standardized auditing procedures are similar and observed by law through the parent subsidizing agency, internal observance of policy — outside the standardized report — is mandatory.

Table XXXVI concludes there is lack of over-all observance of good internal principles of finance. In forty-two cases, personnel are not bonded, with thirty-nine sites reporting no written financial policies. One agency reports it never evaluates its expenditures.

As noted, fiscal lead time and monthly evaluations vary from agency to agency according to established or non-established policy.

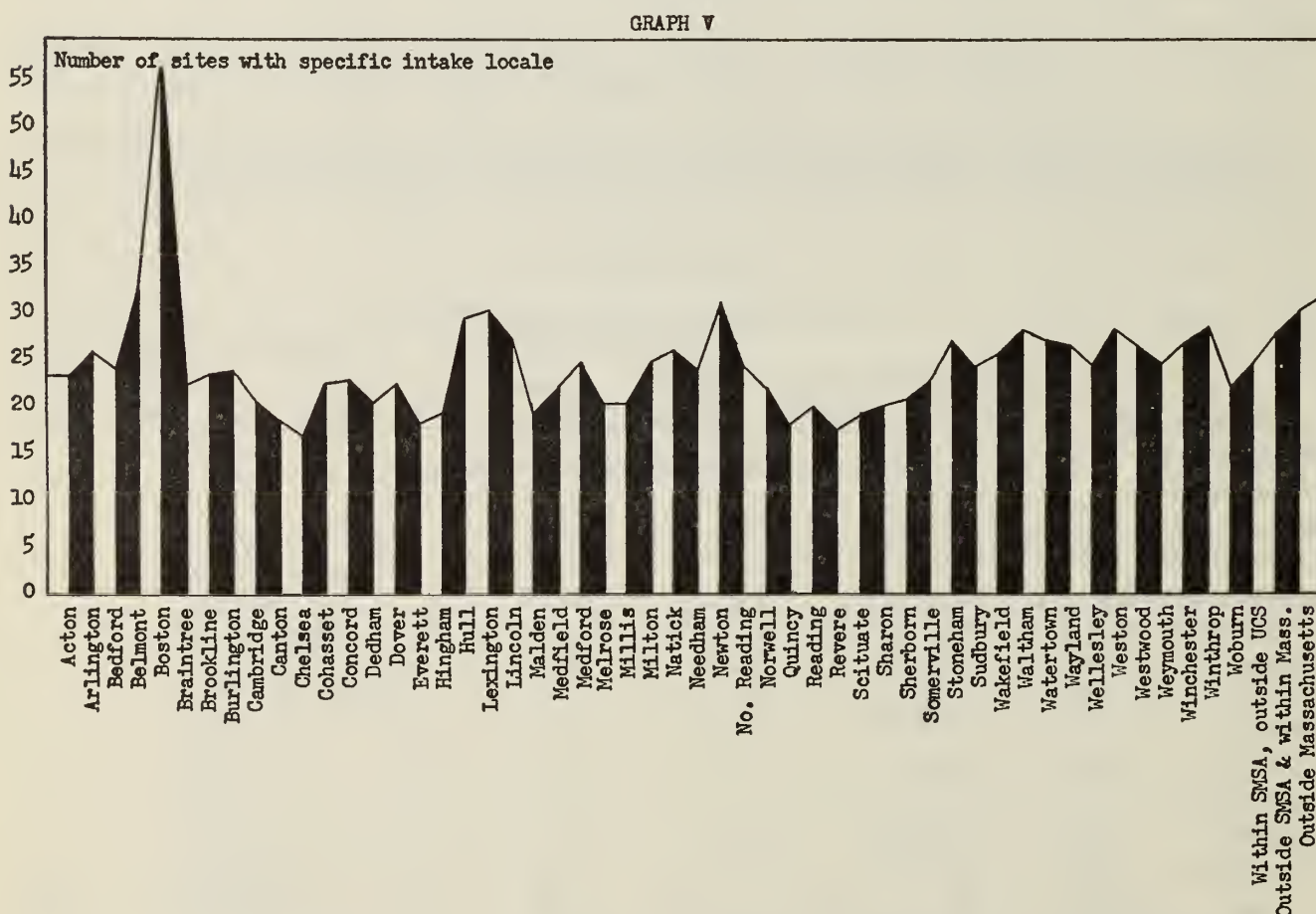
## GEOGRAPHICAL LOCALE OF USER UNITS

The greatest saturation of service within the Metropolitan complex is afforded by the national affiliate-community based organization. Data concludes program intake is geared to geographical confines by policy through territorial assignment.

GRAPH V

NUMBER OF SITES REPORTING SPECIFIC GEOGRAPHICAL LOCALE OF INTAKE

CITIES AND TOWNS SERVED



Fifty-five sites report their clientele are from the municipal Boston area while the remainder of agencies seek an intake from the suburban region, the entire Commonwealth, or the New England region. No differential is made according to number of intake but intake may be limited to one individual or the total number of user units from the specific area.

Intake is closely aligned to agency location (Map 1) and user unit participation is aligned fundamentally to residential patterns regardless of the economic climate or the specialized needs of the habitat or individual. While purporting to serve specific needs, there is not now, nor has there been, regulated intake according to the cultural, social, physical, or psychological needs, except in the socio-medical category. Intake is on a first come, first served basis regardless of the financial pattern; yet, it may be regulated by geographical policy. To participate or not to participate is geared to a "cash on the barrel head" and "first come, first served" basis.

TABLE XXXIX

STATISTICAL UNIVERSE LOCATION OF BASE AGENCIES IN RELATION TO POPULATION SERVED

<i>Base Locale</i>	<i>Agency Center Programs With Leadership</i>	<i>Agency Headquarters Only</i>
Boston . . . . .	12	14
Framingham . . . . .		1
Lynn . . . . .		1
Cambridge . . . . .	2	1
Stoneham . . . . .		1
Newton . . . . .	1	2
Walpole . . . . .	1	1
Leominster . . . . .		1
Charlestown . . . . .	1	
East Boston . . . . .	2	
Somerville . . . . .	3	2
Sudbury . . . . .	1	
Waltham . . . . .	1	
Medford . . . . .		1
Lincoln (Barre) . . . . .	1	
Westwood . . . . .		1
TOTAL . . . . .	24	26

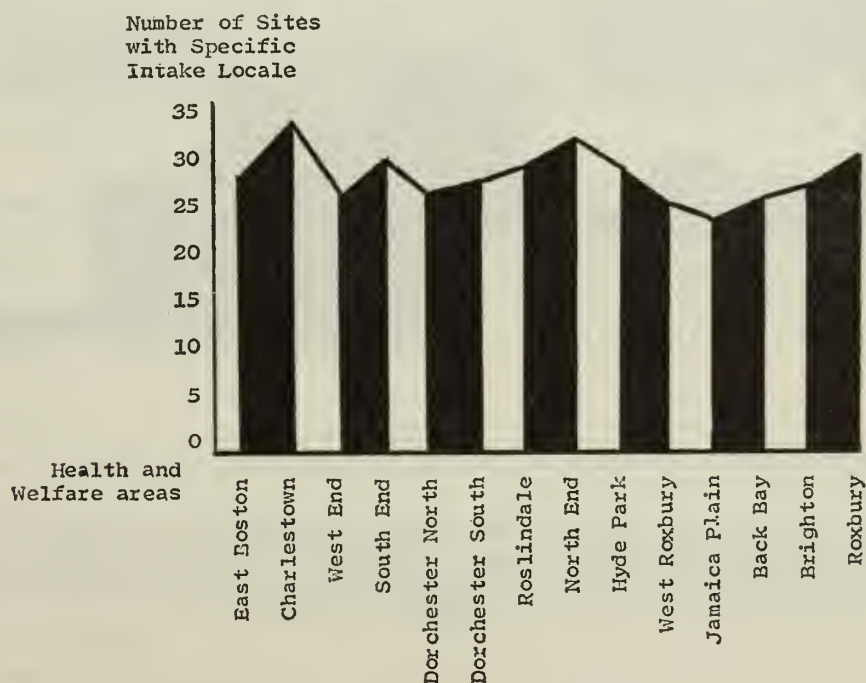
The statistical universe is represented by twenty-six agencies which include their base operations in municipal Boston, while twenty-four agencies are headquartered in the suburban towns and cities within the metropolitan complex. In marginal instances, intake is geared specifically to a geographical locale by agency policy. The mean (Mx) of 28.7 agencies of the total purport to serve the health and welfare areas of Boston as part of their service area. Depending on economic conditions, the index or need could range from 10% or 270,000 individuals to 20% or 540,000 people.

A low index of population needs not now being served by public or private programs within Metropolitan Boston, based on secondary source data and projected through 1975, indicates 1 percent or 27,000 individuals who can only be served by non-profit agencies. This data excludes participation or membership geared to national affiliates chartered to serve a community base irrespective of social, economic, or cultural needs.

The data also excludes individuals who can be served by town, state, federal, private, or commercial programs. The various cultural, sociological, physical, and psychological needs, however, far exceed the cited figures and non-profit agencies should accept additional responsibilities, as they have in the past, in meeting these needs of the Metropolitan area.

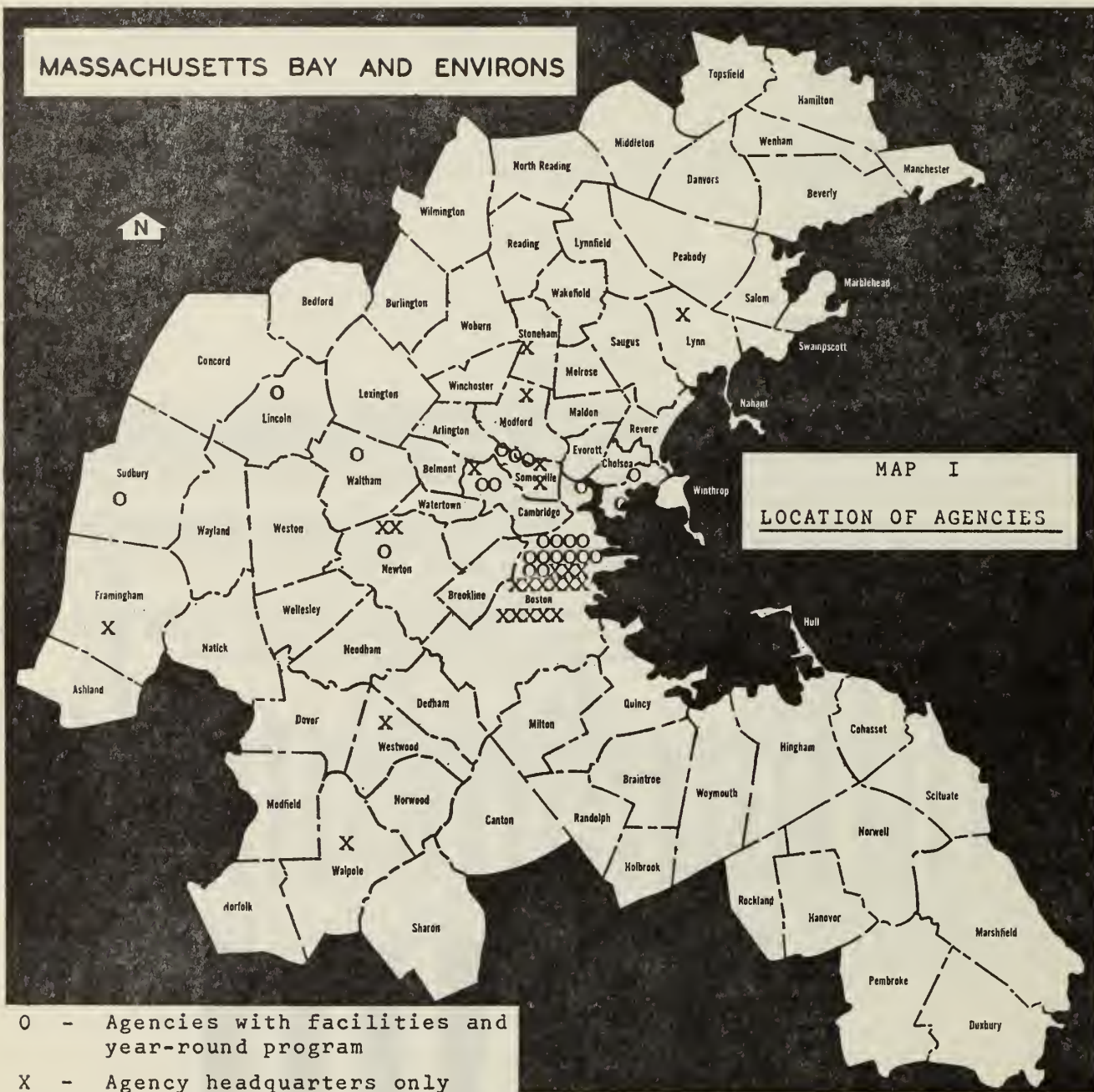
GRAPH VI

NUMBER OF SITES REPORTING SPECIFIED HEALTH AND WELFARE AREAS OF BOSTON  
AS PART OF INTAKE AREA PATTERN





## MASSACHUSETTS BAY AND ENVIRONS



### THE FUTURE NEEDS

Coordinated planning action with skill is necessary. So are finances. For 1965, over \$12 million are needed for renovation, rejuvenation, and additional acquisition of property. Looking to the year 1975<sup>67</sup> more than \$12 million are to be expended to meet the ever increasing and present unfilled needs. As evidenced by Table XL, the present acreage should be increased, with structural developments, to 31,794 acres to meet the metropolitan problem areas.

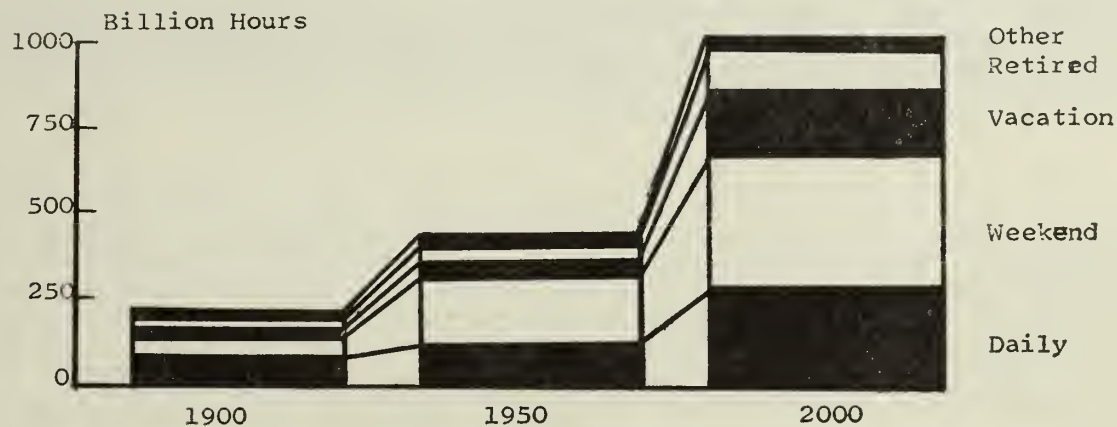
<sup>67</sup>See recommendations.

TABLE XL  
RECOMMENDED ADDITIONAL ACQUISITION

<i>Descriptive Agency</i>	<i>Existing Acres</i>	<i>Adjacent Immediate Acquisition</i>	<i>Existing Site Sales</i>	<i>Site Replacement Acres</i>	<i>New Sites</i>	<i>1975 New Minimum Acreage</i>	<i>Minimum Acre Needs Total</i>
National Affiliates:							
Community.....	12,340.92	1,650 <sup>58</sup>	3	500 <sup>59</sup>	5	600	15,090
National Affiliates:							
Neighborhood.....	955.02	650 <sup>60</sup>	2	120 <sup>61</sup>	22	2,640	4,365
Non-National Affiliates:							
Community.....	3,583.37	188 <sup>62</sup>			15	1,800	5,571
Religious:							
Ethnic.....	290		1	120 <sup>63</sup>			— <sup>69</sup>
Religious:							
Selected.....	1,740.12	150 <sup>64</sup>	2		14	1,680	3,570
Socio-Medical.....	918.26	50 <sup>66</sup>	1	120 <sup>65</sup>	7	840	1,878
Operatives:							
Employment.....	8	2(3)	2(3) <sup>67</sup>		11	1,320	1,320
TOTAL.....	19,835.69	2,688	11(14)	860	74 <sup>68</sup>	8,880	31,794

These figures may be low. Anytime one looks to the future, the citations must be conjectural, but one can surmise with some degree of satisfaction just how to plan intelligently for the future. The program needs for the future must be recognized.

FIGURE I<sup>70</sup>  
TIME DIVISION OF LEISURE



<sup>58</sup>Thirteen areas to be enlarged. Negotiations in progress.

<sup>59</sup>One new development.

<sup>60</sup>Seven areas to be enlarged.

<sup>61</sup>One new development.

<sup>62</sup>Five areas to be enlarged.

<sup>63</sup>One new development with sale of property.

<sup>64</sup>Three areas to be enlarged.

<sup>65</sup>Sell one area and develop another site. Additional development within existing site — acreage sufficient.

<sup>66</sup>One area to be enlarged.

<sup>67</sup>Abandon two sites and transfer three to other purposes.

<sup>68</sup>All inclusive needs for the Metropolitan complex is cited as 421. Development of non-profit agency sites should be according to Recommendations Four, Eight, Nine, Eleven, and Seventy-eight.

<sup>69</sup>See Recommendation Seventy-eight.

<sup>70</sup>Marion Clawson. *Land and Water for Recreation*. Rand-McNally and Company. 1963. p. 48



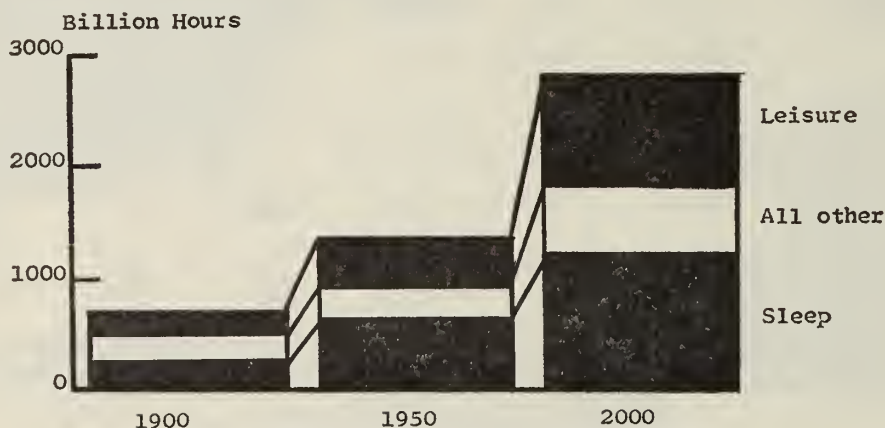
## REGIONAL CONCEPT OF MEETING LEISURE NEEDS

The problems previously inherent in a municipal society are now common problems of a Metropolitan complex, a regional megalopolis, and ultimately the nation. No longer can each sever its relationship or responsibility from the other in alleviating human boredom and pathological misery due to boredom.

As evidenced in Figure I, by the year 2000, Metropolitan Boston as well as other regions of the United States may well spend 38% of its time in leisure activities. Within the national time budget, sleep and leisure comprise today the majority of hours for mankind.

FIGURE II<sup>71</sup>

### NATIONAL TIME BUDGET



Accepting the premise that "leisure is the goal of all wise and sane men", profitable leisure opportunities must be a product of regional and national planning, not only through close cooperative effort, but through cooperative financing.

The motto for the future perhaps can echo the philosophy of Aristotle: ". . . A society unprepared for leisure will degenerate in prosperous times . . ." While a discussion of natural resources has been fundamental here, the overriding factor for programs, for facilities, for conservation, for area management, and the multitude of material resources still lies in the human resources and their preservation; only through these will there be LEISURE FOR ALL WITH DIGNITY — OTIUM CUM DIGNITATE!

<sup>71</sup>Ibid.

## CONCLUSIONS AND RECOMMENDATIONS

*Note: Each of 80 recommendations listed below has been assigned a priority by the Camp Study Committee. The definition of these priorities is as follows:*

*Priority 1 — Immediate Action*

*Priority 2 — Action to be taken as soon as possible following action on Priority 1 recommendations.*

*Priority 3 — To be reviewed on completion of Priorities 1 and 2.*

Future developments to meet the leisure needs of the projected 1976 population of 2,743,000 for Metropolitan Boston, 7,759,000 for the Commonwealth of Massachusetts, and 17,165,000 for Regional New England must be geared to precise cooperative planning among all non-profit, public and private bodies to realize success and avoid duplication. Established in array form, the existing conditions and the eighty recommended priorities cited here should assist non-profit agencies of Metropolitan Boston assess their future needs, in relation to commonwealth and regional needs, for informal outdoor education and outdoor recreation as they move *eighty paces forward* toward their combined goals at the conclusion of the year 1975.

### CONDITION 1

Metropolitan Boston, Regional New England, and the Nation must recognize the predictions of Donald N. Michaels<sup>1</sup> which indicate four different leisure classes of the future: (1) the unemployed, (2) the low salaried employees working full time, (3) workers with good income, employed shorter hours, and (4) people with high income, but working longer hours.

It has been repeatedly demonstrated by local, regional, and national studies and vividly portrayed by communities, both large and small, throughout the nation, that promoting recreation is a basic function of local government. However, meeting special social, emotional, physical, and cultural needs against a backdrop of public (tax) programs is the legitimate and valid function of the non-profit agencies. Moreover, it is well understood that a democracy is not supported in its entirety by subvention.

As suggested by the projected four different types of leisure classes, the unemployed and the low-salaried specifically will have special needs which can only be filled to a greater degree by non-profit agencies working in close proximity and cooperatively with public bodies devoted to such cases.

### CONDITION 2

The principle on which the existence of voluntary agencies has been based has traditionally developed along two lines. Within their respective administrative frameworks, one section has its program core devoted to and organized on a community-wide basis with national affiliations. The other programs its aims and objectives to meet specific neighborhood needs. The primary responsibility of private voluntary agencies in providing play, recreation, and group experiences is to develop their programs against the core programs provided by tax-supported bodies in order to meet special needs of groups and individuals. Certain groups and individuals have special needs due to their own peculiarities — social, emotional, physical, or cultural — which influence and compound these needs for special services. The legitimacy of non-agency service ends here. Non-profit agencies should neither duplicate nor conflict with a commercial or public enterprise but become aligned, or at least cooperate, with these enterprises to meet special needs.

### RECOMMENDATION ONE

Participating and non-participating agencies of the study must accept the premise that the future will be a leisure centered society with thirty-eight percent of the daily time schedule devoted to leisure activities. Contingent on future developments, each agency must review through appropriate means of study and document their (1) purposes, (2) philosophies, and (3) clientele needs and seek means of closer cooperation with allied agencies of common purposes and philosophies serving specific neighborhoods in order to eliminate duplication of services and avoid similar duplication and/or competition with existing public or other non-profit bodies. The legitimacy of operation of non-profit agencies unequivocally surrounds only the meeting of special cultural, sociological, physical or psychological needs against a backdrop of public (tax) programs. Agencies which do not provide a validation of their legitimate over-all services should cease to exist.

A complete review of agency programs and services with master plan documentation should be inaugurated immediately, with special concern for fees and charges, quality and quantity of programs, managing authority relationships, leadership needs within the executive and supervisory levels, and other internal matters which would provide greater and better services commensurate with economics within the region.

1965-1967: Two year appraisal study costs — \$50,000.

*PRIORITY 1 — The Camp Study Committee approves this recommendation in principle, but points out that this recommendation is the responsibility of United Community Services and the agencies concerned.*

### CONDITION 3

Metropolitan Boston, as a massive center of education and culture, should represent the most progressive thinking and understanding by its actions and deeds. It is a progressive industrial complex where thousands of citizens have visions far beyond the limits imposed by the last two decades. It is a two and one-half million population complex with areas of good and bad housing. It is a city and town area which has the "world's longest playground" — the city street — as well as some of the best in recreation leadership and programing. It is an area with thousands of juveniles in need of the best the community can afford and offer in opportunities for leisure pursuits. It is an area with boredom — pathological boredom. It is an area with families

<sup>1</sup>Michaels, Donald N. *Cybernation: The Silent Conquest*. Center for the Study of Democratic Institutions, Santa Barbara, California. 1962.



in need of all forms of family recreation, and with an enormous number of aged and retired in need of group associations and self satisfaction. These are minimal human characteristics dictating that the Metropolitan complex have a contemporary approach in meeting the leisure needs of its people.

#### CONDITION 4

Leisure, including hours enforced by illness or retirement or as a result of unemployment, shorter working hours, or automation, has a variable influence — good or bad — upon the societal structure of the community, the well being of the individual, and inevitably the region and the nation. Recreation, through which most of our leisure is spent, is an entity in itself. It cannot be carved into segments which represent specific programing endeavors — art, music, drama, camping, nature, outings, dance, sports and athletics, linguistics, and social activities — but accepted on the premise that each is a fundamental part of the total recreation programing picture and that their total functions, range, and settings are as variable as the individuals who pursue or participate in them. The dignity of the individual is paramount and must be preserved. Moreover, what the individual does in his leisure is important; but of greater importance is what happens to his inner-self through participation, rather than what is done for him.

#### RECOMMENDATION TWO

Well founded documentation on scales, norms, and numbers has been assembled in a variety of research studies through charts, graphs and tabular forms depicting quantitative analysis of participation, needs and interests. Little has been completed over a long term duration on the values or the qualitative analysis of man's inner reaction to recreation experiences in given settings and at various times and, more importantly, to non-profit agency recreation programs in the outdoors, as represented here. In order to provide answers to perplexing problems associated with man in his leisure and the pathological boredom associated with leisure, a study of adult and youth behavioral patterns and psychological reactions should be inaugurated, utilizing the existing outdoor site participants and other settings as a control group. Geared to a ten-year study on a day-to-day basis, the results may unlock answers to the reasons why recreation is so important to man and ultimately how this commodity affects the societal structure of the metropolitan and regional complex.

The study should be inaugurated by the Recreation, Informal Education and Group Work Division of United Community Services of Metropolitan Boston in cooperation with the Institutes of Behavioral Research, Departments of Psychology, Sociology, Social Work, the Colleges of Law and Medicine of the Metropolitan universities and the Department of the Attorney General, Department of Mental Health, the Boston Juvenile Court, the Youth Service Board, the various guidance clinics, coupled with the other public and private bodies devoted to health, welfare and social services of the metropolitan area, and in conjunction with the United States Department of Health, Education and Welfare.

Financial sponsorship should be on a matching basis from private and federal funds.

1965-1975: Ten year behavioral and sociological research study — \$5,000,000.00.

#### PRIORITY 3

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#### CONDITION 5

Research is a basic part of and synonymous to progress. Analyzing results of research projects is often done manually, rather than utilizing data processing. Consistent with growth and programing by agencies purporting to serve health and welfare needs within the non-profit framework, and the validated need to review, or at best, continue such services, greater effort for expediency is necessary.

Every agency is concerned with current operations of line departments, auxiliary service functions to support the line services, and over-all management. Much of the energy of the chief administrator and his subordinates must be devoted to day-to-day administrative problems. A continuous effort must be made to keep the agency on an efficient operational basis. Personnel must be secured to perform services, and the means of financing cost of personnel, equipment, and materials must be found. The agency, however, is not doing a comprehensive planning job if effort is devoted solely to current operations.

#### CONDITION 6

Planning for the future is equally essential to avoid waste of public funds through lack of research, imagination, and foresight. The expensive and complex problem of meeting demands for outdoor recreation space in the future is a direct result of the lack of adequate and intelligent planning today.

#### CONDITION 7

No agency administration is complete without personnel engaged in research and planning for the future who concern themselves with the problems of leisure and recreation.

#### RECOMMENDATION THREE

In order to develop orderly research studies for the future, within the operational framework of United Community Services of Metropolitan Boston, its member agencies, and other closely aligned bodies, a data processing center should be established immediately. This center, housed as an inter-agency operation, should be expertly staffed and administered in order to meet a variety of research needs in and for the indexing and identifying of major problems associated with the health and welfare of Metropolitan Boston and Regional New England.

Individual projects related to individual agency site appraisals<sup>2</sup> total 2,042, with a recommended current 1965 expenditure of over \$12 million and a ten year need for more than \$60 million, to be programed on a year-to-year basis.

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<sup>2</sup>Specific site evaluations and appraisals with individual recommendations are noted in Part III, and are excluded from this volume.

A data processing center should be developed according to the following financial schedule:<sup>3</sup>

1965-1966:	System 360 Computer	— \$100,000
Programmer:	\$12,000	
2 associate programmers:	\$ 7,500 @ \$ 15,000	
8 key punchers:	\$ 4,000 @ \$ 32,000	

PRIORITY 3 — *The Committee commends this as a forward-looking recommendation which might be acted upon at some future date.*

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#### CONDITION 8

Though the future of Metropolitan Boston and the Commonwealth remains unpredictable, society will certainly become more and more urban-centered, compounding the problems inherent to urban ways and the use of open space in relation to recreation and leisure.

#### CONDITION 9

Emphasis will be placed fundamentally on the natural environment as a means by which man can express himself away from the industrial and urban complex. This natural environment must not only support, but be of such quantity and quality to assure the meeting of future needs and interests.

#### CONDITION 10

The existing non-profit sites as reported consist of 110, while the participating sites of 82 represent 50 agencies of which 15 are non-United Community Services of Metropolitan Boston aligned.

#### CONDITION 11

The total number of existing resident areas promoting outdoor education and camping in 1958 was 289 in Massachusetts, 247 in New Hampshire, 154 in Connecticut, 124 in Vermont, 221 in Maine, and 21 in Rhode Island. No known data indicates place of residence of client intake or geographical locale of user units; however, supporting data indicates 748 new sites would be needed in New England by the year 1980, catering to five two-week sessions, and 2,360 new sites would be needed to serve two one-month sessions.

#### CONDITION 12

Specifically recommended for Massachusetts for the year 1980 are 1,154 new sites serving twenty percent of the children between the ages of 9 and 16, with a capacity of 96 at one time on a basis of two one-month sessions. To serve the same user unit total on a basis of five two-week sessions, 461 new sites would be needed. This total is all inclusive, regardless of sponsorship.

#### CONDITION 13

According to the reports of the National Audubon Society, every twenty-four hours America is losing to development a total of 3,333 acres of priceless natural land. This amounts to roughly 1,000,000 acres a year. These lost acres are going into strip cities, subdivisions, highways, shopping centers, commercial buildings and airports. The tragic part of this is that once the natural land areas are gone, they are gone forever.

#### RECOMMENDATION FOUR

In order to effectuate protection, preservation, and conservation of natural objects and areas throughout New England for the benefit and enjoyment of the general public, especially those individuals designated as having special needs by non-profit agencies within Metropolitan Boston, a constituted corporation such as a *United Community Services of Metropolitan Boston, Board of Outdoor Recreation and Open Space Planning* should be incorporated immediately. Inasmuch as the Study Committee has fulfilled its primary purpose at the conclusion of production and dissemination of this final report, it is recommended that this committee incorporate partial membership of five members as a basic core operation with additional representation from other councils, action groups, regional private groups, and public bodies devoted to the preservation, purchase and development of outdoor properties for leisure use.

It is recommended that a *Board of Outdoor Recreation and Open Space Planning* be composed of 25 members on a rotating basis, appointed to five year staggered terms by the Board of Directors of United Community Services of Metropolitan Boston.

Specific membership should include representation from the Massachusetts Association of Conservation Commissions; Department of the Massachusetts Attorney General; the Department of Natural Resources, Commonwealth of Massachusetts; Trustees of Public Reservations, Metropolitan District Commission; Action for Boston Community Development; Metropolitan Area Planning Council; Commonwealth Service Corps; Massachusetts Recreation Society; Trust and Foundation representatives; two representatives from the Massachusetts Department of Education; New England regional colleges; the regional headquarters of the Boy Scouts of America, Girl Scouts of America, and the Camp Fire Girls; Combined Jewish Philanthropies; a representative of Protestant and Catholic Recreation Agencies; University of Massachusetts, Regional Resources Planning; and the remainder from the interested lay community, with official representation from the United Community Services Executive Committee.

By nature of the appointive powers of the United Community Services Board of Directors, the same abolishing powers are to be held as well.

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<sup>3</sup>This fee does not constitute a firm bid proposal from International Business Machines; however, personal comments with its Systems Engineering and Sales Representative personnel indicate an approximate cost of data process implementation. Data Systems vary widely in price range and storage capacities.



The proposed *Board of Outdoor Recreation and Open Space Planning* should not be self-perpetuating. Appointments should be controlled by the United Community Services Board of Directors, and would be subject to controls from the United Community Services Board by reason of its appointing and abolishing powers.

The expressed purpose of the *Board of Outdoor Recreation and Open Space Planning* should be exact. A recommended citation should read:

The purposes of the Board shall be the protection, preservation, and conservation of natural objects and areas, including beaches, tidelands, swamps, hilltops, valleys, parks, forests, streams, marshlands, playgrounds and other open space or wildland properties in perpetuity for the enjoyment and benefit of the general public through education, scientific study, and dissemination of information and through the acquisition and improvement of such lands and objects for such purposes and in connection therewith:

To solicit and receive by gift or otherwise, hold and sell, consign or exchange stock, notes, bonds or other securities for the purpose of investing and reinvesting the funds of the Board; to borrow money and from time to time make and issue promissory notes and evidences of indebtedness of all kinds for the accomplishment of the purposes of the Board or any of them; and if deemed desirable to secure the same by mortgage or pledge of any property of the Board; and in general to do all things necessary and proper to carry out the purposes for which it is organized; and to have and exercise all the powers conferred by the Commonwealth of Massachusetts upon corporations created under Chapter 180 of the General Laws as they may be now or hereafter amended. It is provided, however, that all gifts and bequests to the corporation (Board) shall be used only in the United States of America exclusively for the educational, recreational, scientific, and public purposes for which it is founded; and provided further that no part of the activities of the corporation shall consist of carrying on propaganda or otherwise attempting to influence legislation, except locally as incidental to the above stated purposes; and provided further that no part of the net earnings of the Board shall inure to the benefit of any private individual, person, agency, or corporation; and provided further that upon the termination and liquidation of the Board any land owned by said Board shall be given to the town in which said land is located to be used by said town for park purposes, and any other assets remaining after payment of all its obligations shall be given to the general fund of the United Community Services likewise to be used for open space purposes of member agencies.

Incorporation date: 1965. Funds needed from any source to inaugurate immediate administrative plans: \$25,000.00

#### PRIORITY 1

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#### CONDITION 14

While the integrity of internal agency operations should be preserved, effective coordination of broad general planning with non-profit agencies must be expedited. Sound professional implementation of this study and future studies recommended elsewhere in this report is mandatory.

Existing staff functions preclude additional assignments within United Community Services Agencies and a new position should be established within the total United Community Services framework.

#### RECOMMENDATION FIVE

To coordinate implementation procedures as cited in Recommendation Four, and the remainder of the recommendations cited in this report, a top-flight long-term implementation manager should be recruited and employed. Stringent employment procedures, entailing a nation-wide base should be employed to assure the employment and retention of the foremost expert in recreation and land use planning available. A firm and sound background in administrative procedures is mandatory, coupled with an advanced technical background and experience in order to consummate given goals for 1975 and years ahead. A full contingent of administrative assistance, research associates, and secretarial assistance should be a part of the assignment.

Explicit coordination of study recommendations should be an integral part of the position with actual liaison with other public, semi-public, and private agencies within the Metropolitan and Regional complex devoting effort to recreation, outdoor education or both.

#### *Staff Salary*

Generally speaking, it would appear that the principle which should be affirmed by the Board is that the qualified manager and the supporting staff should be entitled to remuneration such as to enable them and their families to live in a manner commensurate with their responsibilities, the degrees and qualifications requested of them, and the social and cultural significance of their duties.

1965 implementation date, with the following recommended starting salary:

Manager:	\$16,800.00
Administrative Assistant:	12,000.00
Research Associate:	10,000.00
Chief Secretarial Assistant:	4,680.00
Secretarial Assistant:	4,420.00

PRIORITY 1 — *The Committee feels that staff requirements should be decided upon by Organization recommended in Recommendation Four.*

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#### CONDITION 16

The Commonwealth of Massachusetts has a land acreage of slightly more than five million. The ratio of land acreage versus people is approximately 1:1. While land acreage has not changed, the population within the Commonwealth has increased from 2,805,346 in 1900 to the cited figure in 1960. Compounding the need for the preservation of open space properties for recreation, are the following citations. Two alternate population projections are given — A high of 6,212,000 or a low of 5,773,000 for 1976 and looking to the year 2000, a high of 9,312,000 is cited with a low of 8,481,000 individuals.

Within the Commonwealth of Massachusetts population increase between the year 1900 and 1950 was 67.2 percent, or an increase of over two-thirds, based on the records of the Decennial Census. Proportionately, this rate will increase to the years 1976 and 2000.

#### CONDITION 17

Coupled with the population change will be a variety of technological developments in scope, magnitude, function which demand land space. The cycle will bring about a greater need for space with more people per acre and each acre supporting a greater number of user units — both material and human.

#### CONDITION 18

The Commonwealth of Massachusetts has 1,304 reservoirs and ponds of ten acres or more in size. These total 132,507 acres.

#### CONDITION 19

There will be two national parks in the Commonwealth (with a total acreage of more than 25,000 acres) with the dedication of the Cape Cod National Seashore. The present National park, cited as the Minuteman National Park in Worcester County, comprises 8 acres.

#### CONDITION 20

The Corps of Engineers operates 7 reservoirs, dams, or canal areas with a total of 4,679 acres.

#### CONDITION 21

The Department of Natural Resources maintains 14 State Parks with a total of 7,905 acres and 49 State Forests with 55,916 acres.

#### CONDITION 22

The State Division of Fisheries and Game operates 23 areas with 7,549 acres.

#### CONDITION 23

The State highway agency operates and maintains 4 recreation land and beach areas totaling 6,011 acres.

#### CONDITION 24

Under special Commonwealth authority, 4 beach and reservation areas are maintained with a total of 1,983 acres of land.

#### CONDITION 25

Public land ownership, exclusive of roads and highways, in Massachusetts towns under direct control by all governmental units comprises 517,268 acres or approximately 11.1 percent of their area.

#### CONDITION 26

Of the total area in public ownership in towns, almost two-thirds, or 63.5 percent is owned by the State, 26.2 percent by municipalities, 9.9 percent by the Federal Government and less than 1 percent by counties.

#### CONDITION 27

More than half, or 53.9 percent of the town land in State ownership, is in forests and wildlife reservations.

#### CONDITION 28

More than 135,000 acres of land in Massachusetts towns are owned by municipalities, either within their own boundaries or in adjoining communities. Of this total, almost 60 percent is for water supplies and related services.

#### CONDITION 29

In 1962, there were 23,791 miles of public roads and highways in Massachusetts towns, 2,356.8 in town streets, 14,527.6 in rural town roads, and 1,894.4 in state highways.

#### CONDITION 30

The total site acreage within the study totals 19,835.69. Those sites aided or supported primarily by United Community Services fund allocations amount to 15,795.76 acres while non-aligned non-profit areas total 4,039.93.

#### RECOMMENDATION SIX

The public, the private, and the commercial bodies hold the legitimate right to land ownership. It is neither wise nor sound for all open space to be supported in its entirety by subvention; neither is this democratic. The continuation of land ownership through purchase, gift, or easement by non-profit agencies should be encouraged; however, ownership and control should be effected *only* through wise and sound land, water, and forest management under the auspices of sound master planning . . .

#### PRIORITY I



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#### CONDITION 31

Tax exempt property presents a serious problem to many rural New England towns. There are 66 towns within Massachusetts where tax exemption affects between 15 and 25 percent of the total real estate valuation, and 48 towns where tax exemption is in excess of 25 percent. Towns in which sites are located also face similar tax problems.

#### CONDITION 32

Factors such as long-range public education, well-planned land use policies, and good basic local legislation to protect and preserve land for long-term use are ideal deterrents to attempts at encroachment and misuse of land areas.

At present, the Commonwealth of Massachusetts has in existence 212 conservation commissions. Nine sites are not cooperating with local conservation officials and four sites are coordinating efforts with local town planning boards.

#### CONDITION 33

Encroachment on non-profit agency open-space properties utilized for outdoor recreation programs by construction of public facilities — roads in particular — has been a problem in seven instances among site operatives. Non-profit agencies share a common concern with other non-aligned bodies which face the same predicament.

#### RECOMMENDATION SEVEN

Towns should encourage the retention of open spaces — farmlands, camps, and the like — with a re-examination of the tax assessment policy. Through the provision of the town grant program, considerable good can be done to reduce the pressure of haphazard development of existing open space. This is important to the agency. It is equally important for the community to realize that specific acreages should remain in perpetuity open in their natural state.

The agency, by nature of its non-taxable structure, should realize that it does in many instances control choice property within the town in relation to contractor's or builder's prices, and if the property so mentioned were under private ownership a variance in tax monies could and would accrue to the town budget. The agency, therefore, should assure the town that by virtue of the reduction or non-existence of a tax, good conservation practices will be strictly observed and the aesthetics of a "green belt" code applied, so that the land may continue as wildlife sanctuaries or natural preserves.

As a combined effort, the town planning boards, the town conservation commission and the agency should actively cooperate through legal machinery to acquire easement rights for specific marshes, flood plains, swamps, hillsides, and hilltops, and through a cooperative venture, assure the permanency of their natural qualities.

Moreover, cooperative efforts can assist in alleviating encroachment on not only non-profit but publicly owned recreation land.

1965-1975: cooperative easement and acquisition costs shared on an equal basis by town planning board, town conservation commission and the agency.

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#### PRIORITY 1

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#### CONDITION 34

The attitude toward land and the rights of the land owner has been slow to change despite modern theories. The nation continues to be an earthbound people with its institutions and laws firmly rooted in the past. Since the days of Thomas Jefferson in 1774, it has been thought that occupancy gives ownership and absolute dominion over land. To a very large degree the ancient rule, as observed by J. D. Schoepf, that whatever the legal theory of land holding in the United States, land is held under absolute dominion and he who has it "controls it as his exclusive possession with everything on it, above it, and under it," still applies. It should be noted that freedom to enjoy the aesthetics of land and its supporting flora — even at a distance — is the inalienable right of all.

#### CONDITION 35

Urbanization, the increasing productivity of our highly specialized labor force, and the growing general affluence of our society as a whole have done much to weaken the ties that bind man to land. Land resources do not have value in themselves, they acquire value and yield products and services only when they are used in conjunction with other factors in the production process.

#### CONDITION 36

Lack of master plans, priority schedules, and property boundary surveys are greatly in evidence. The soundness of planning may alleviate and certainly assist in eliminating problem areas. The traditional approach to inaugurating programs has been immediate operation at the time of acquisition, regardless of the method of acquisition, with little concern for any formal long range planning.

#### CONDITION 37

Those agencies which have national corporate alignment have available to them technical planning consultants; however, those agencies operating on a neighborhood base have not been able to support sound technical planning with technical consultants. Subsequently, programs suffer through the inadequacies of site layout, design, and over-all site management.

#### CONDITION 38

An analysis of problem areas, as reported by operatives, concerning land resources indicates a concern for the lack of initial planning, as associated with site selection, layout and design, and subsequent observance of sound forest land use, conservation, and over-all land management practices.

Twenty percent of the problem areas concern land use and forest management. Twenty-eight percent of the problems relate to the lack of long-range planning and ninety-one percent appears to be directly related to sound over-all operating policies established by managing authorities, though indirectly related to the lack of technical knowledge.

## RECOMMENDATION EIGHT

While individual site appraisals will serve as a basic guide to capital needs for the next decade for existing site operations, it is incumbent that each agency inaugurate, utilizing existing material for support, a complete master plan with the assistance of technical planning consultants. The format of the master plan should be geared well into the latter part of the 1970's.

Financial support of individual master plans should be a phase of the administrative budget and progress should be developed and posted on a year-to-year over-all priority basis.

Statistical tabulation and analysis should be programed under Recommendation Three.

1965-1967: Technical planning fees: \$100,000.00

### PRIORITY 1

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#### CONDITION 39

The Commonwealth of Massachusetts had a reported population of 5,149,000 in 1960 with a 1976 projection of 5,487,000. The population of the United Community Services area in 1960 was 2,023,085 with a 3.6 percent change from 1950 to 1960. Projections indicate a proportionate change will occur in the future, dependent upon births, deaths, and migration.

#### CONDITION 40

The legitimacy of non-profit operatives is to serve a population which has special needs. Data and documentation indicate approximately 10% of the 1976 population of Metropolitan Boston (SMSA) or 274,350 individuals will have these special or specific needs. Those needs may be partially met through non-profit agency programs. The 10% factor will increase to some 20%, or 548,700 individuals, at various times, depending upon the economic climate of the community and population welfare factors. It is estimated that these populations can be partially served and needs partially met through volunteer agencies. However, of more importance is the projected index of 1% or at times 2% of the population (due to the intangibles which govern community and individual behavior patterns) who can only be served by non-profit agencies. In this instance, the population in this group is 27,435 and 54,870 individuals.

#### CONDITION 41

Comparatively, New England has 41.5 hour paid work week with an actual 38.3 worked hours per week in 1960. The average was below the national average of actual hours worked and paid hours of 41.4 and 38.5 respectively. The average paid vacation in weeks in New England for 1960 was 2.2 and the average number of holidays in pay amounted to 6.9. The national average was 2.0 weeks of paid vacation and 6.3 paid holidays.

#### CONDITION 42

The average (standard) workweek for non-agricultural workers for 1976 is projected as 36.0 hours per week.

#### CONDITION 43

The projected Massachusetts labor force and unemployment ratio for 1976 is as follows: The Commonwealth can expect a labor force of 3,267,000 with 126,000 unemployed. The unemployment ratio in this instance is 3.9% as compared to the National projected ratio of 4%.

#### CONDITION 44

The median family income for Boston in 1960 was \$5,747, as compared to the national average of \$5,660, and a median income for the Boston Metropolitan area of \$6,687. 1963 per capita income: Massachusetts — \$2,853. United States — \$2,449.<sup>4</sup>

## RECOMMENDATION NINE

Non-profit agencies must accept the premise that change is inevitable. Having a corporate background that predates the Civil War in some instances, all agencies must focus attention on a potential minimal service need for 548,700 individuals by the year 1976.

More important, new and improved methods of communication, dissemination of information, and referral systems must be inaugurated.

### PRIORITY 1

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#### CONDITION 45

The assessed or appraised valuation of property within the study amounts to \$8,032,621. However, no attempt was made to certify appraisals and only the cited appraisals or assessments were given. This amount includes land and structures of 82 operatives located in Maine, New Hampshire and Massachusetts with an aggregate total of 19,835.69 acres.

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<sup>4</sup>U. S. Department of Commerce. *Survey of Current Business*. 1964. p. 16.



## RECOMMENDATION TEN

In order to effectuate sound insurance programs, properties should be appraised by a *certified* appraiser immediately.  
1965-1975: total fees — \$18,200.00

### PRIORITY 1

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#### CONDITION 46

While the non-profit resident sites total 110 for Metropolitan Boston, including the study group, there appears little if any coordinating efforts among all agencies serving designated clientele.

Conclusive evidence indicates non-participating sites have a seasonal intake of approximately 300 different juvenile males and females during any given summer eight-week season. Data indicates, insofar as possible, that the twenty-eight non-participating programs do not operate on a year-round basis. Closest estimates of gross intake for this group amounts to 8,400 different user units per year.

## RECOMMENDATION ELEVEN

Liaison should be established with non-participating programs for centralized referral system as indicated in recommendation seventy-eight.

### PRIORITY 1

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#### CONDITION 47

Historically, programs for leisure have been a basic part of the non-profit agency purpose and traditionally non-profit agencies were forerunners of specialized recreation programs which are now commonly accepted and promoted by public bodies as a function of local government through tax auspices.

Data indicates 7 percent of the participating member agency total was in existence prior to, or shortly after, the Civil War. Growth of agencies increased to the greatest extent immediately after World War I and prior to World War II.

#### CONDITION 48

Total site acreage amounts to 19,835.69 within the study area, with sixty-six acres acquired and operated between 1880 and 1900. The largest block of property was acquired between 1951 and 1960 (9,681.77 acres).

#### CONDITION 49

A classification of ownership indicates 11,561.42 acres acquired by direct purchase, 1,561 through lease and permit, 1,541.25 by gift, 600 acres through public easement, and 4,452 acres are at present being operated on a year-to-year non-contractual agreement.

#### CONDITION 50

Property acquired through gift appears to present greater problems during development than any other type of acquisition, primarily due to "fee simple" and restrictive use clauses. Agencies, as the recipient of land gifts, are often faced with the directive from both lay boards and donors to program *immediately* without thought to boundary surveys, structural rehabilitation, over-all conditions, priorities related to need, or other procedural actions which suggest the advisability of sound, long-range planning.

## RECOMMENDATION TWELVE

All gifts of land should be accepted by parent agencies only on a firm unrestricted basis. After acquisition, regardless of the manner, and prior to development, a sound master plan with priorities should be developed with the assistance of technical planning consultants. Contractual lease should be on a minimum 50-year basis.

All years, all acquisitions. Fees for technical planning should be allocated for unrestricted sources. (Cited.)

### PRIORITY 1

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#### CONDITION 51

Coupled with the problems of leisure are factors of faster and better transportation which increase the desirability of land space for recreation at a greater distance. Technology has not only increased the number of family-owned automobiles, but more mileage per car is indicated for a greater population mobility, coupled with better and more elaborate expressway systems.

#### CONDITION 52

Participation age range for juvenile male intake in all operatives is recorded at a midpoint, of 11.8 years, while the midpoint age range for juvenile female participants is recorded at 10.9. Documentation infers a greater scope of program content with greater emphasis on pre-adolescent boys throughout Metropolitan Boston than for girls, regardless of race, ethnic, or religious backgrounds.

#### CONDITION 53

Data suggests there is an imbalance in opportunities for females as opposed to males. Data indicates a ratio of 1:6 in total acreage for females to males, and 1:4 for co-ed programs. Sites devoted exclusively for male participation far outnumber those for females. Acreage for males totals 10,856.36, while total acreage for female members totals 1,968.73.

#### CONDITION 54

Juvenile co-ed sites represent 2,702.90 acres with 307.70 devoted to family-adult programs.

#### RECOMMENDATION THIRTEEN

An imbalance of opportunities related to available sites is in evidence for juvenile females. Equalizing of opportunity should be inaugurated immediately.

1965-1975: Full implementation schedule is indicated in site appraisals (Part III) and recommendations thirty-four, thirty-five, and thirty-six.

*PRIORITY 1 — Every individual that needs a camp experience should have an equal opportunity.*

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#### CONDITION 55

Total participation in programs for all sites regardless of duration totalled 48,024 individuals during 1964. Participation in programs of one week or longer duration amounted to 28,024 individuals, which includes a family and adult group total of 1,675.

#### RECOMMENDATION FOURTEEN

Data infers that sound values are realized from participation in resident outdoor programs of two to four weeks duration. Resident stay of less than two weeks is not recommended and benefits accrue to the individual on a proportionate basis after the minimal period.

#### PRIORITY 1

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#### CONDITION 56

Data indicates 41 sites are within or under 50 miles of municipal Boston and further analysis indicates 16 sites are within 25 miles of this municipal base.

#### CONDITION 57

Thirty-seven site towns are on direct public transportation routes from municipal Boston; however, in 24 instances agency headquarters are not located in municipal Boston but all administrative offices, with one exception, are within a 35 miles radius from the point of origin.

#### RECOMMENDATION FIFTEEN

Distance from agency headquarters to site does not appear to be a deterrent factor to continuous programing on a year-round basis. Year-round programing should be inaugurated immediately with a variety of user units and conditions as established in recommendations 16, 24, 35, 36, and 80.

#### PRIORITY 2

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#### CONDITION 58

Sixty-eight sites indicate operational policies of seasonal use only and actively operated for a combined, all inclusive 543.5 weeks total in 1964. Fourteen sites indicate policies for year-round operation.

Primary data indicates a seasonal operation of all sites within this category of a mean of only 7.59 weeks per year.

#### RECOMMENDATION SIXTEEN

Agencies can no longer afford the luxury of seasonal operation when specific needs are apparent as documented in this report. Neither can they enjoy a minimal selected clientele, due to reasons of need and economics involved. Agencies must effectuate plans for year-round operation immediately with full realization of maximum potential use by 1975. Winterizing procedures must be inaugurated immediately.

#### PRIORITY 2

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#### CONDITION 59

Seasonal attendance from site to site, based on attendance figures from 1957 through 1964, indicates sporadic participation and impromptu vacancies due to a variety of reasons. The major reason appears to be a general lack of knowledge on the part of the public of programs available, and the lack of communication between agencies related to individual programs outside their specific geographical area. Waiting lists appear on one roster and vacancies appear on another simultaneously. Organized or centralized intake referral among agencies is lacking, if not non-existent.

#### CONDITION 60

Data indicates 79 sites, in the broadest and best sense, are neither operating nor programed on a day-to-day, year-round intake schedule. It should be noted that clientele needs are not geared to specific seasons, but are constant throughout the year.

While recreation programs are not now, nor can they be in the future, a panacea for all cultural ills of the Metropolitan complex, they may serve in alleviating community problem areas far more than ever suspected.



## RECOMMENDATION SEVENTEEN

A full complement of participants based on maximum intake, consistent with resident feeding and habitation space, is mandatory if economics are to be commensurate with services. Data indicates additional user units could be accommodated without additional staff or additional operational procedures or machinery.

Cooperation among agencies operating sites is absolutely necessary in order to indicate available space immediately. In order to program an immediate referral system, a procedure for quick and instantaneous referral should be developed in the Recreation, Informal Education, and Group Work Division of United Community Services. Programing can and should be expedited through data processing, as established in Recommendation Three, and under the direction of the implementation manager.

PRIORITY 2 — *The Committee takes exception to the last sentence until Recommendation #3 is put into effect.*

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## CONDITION 61

Fifty-four sites or 65.8 percent of the statistical universe indicate their respective areas are only available to a registered or specifically designated clientele. By the same token, 65.8 percent of all sites do not, through internal policies, seek user units from the site community unless the user is a registered or designated client, and especially so during the pre or post-season period.

## RECOMMENDATION EIGHTEEN

A sound public relations program with the local community should be instituted immediately through periodic usage of the site at designated times throughout the year by local residents. At present, 34.2 percent of the sites do promote this public relations service. A fee and charge for this service may or may not be affixed depending entirely upon the sponsoring agency. Control and police powers should be exercised, however.

### PRIORITY 1

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## CONDITION 62

The existing sites have, at present, a maximum capacity to serve through resident feeding stations a total of 12,204 persons at one time.

A total of 177 winterized structures exist with a year-round capacity of 1,962. Seasonal bed space, identified in non-winterized structures and excluding tenting and resident sleeping space associated with tenting programs, amounts to 9,199. Total maximum clientele resident sleeping accommodations amounts to 9,382, including non-winterized, winterized structures, and tenting areas.

## RECOMMENDATION NINETEEN

Total utilization is not commensurate with expenditures and the law of supply and demand indicates saturation mean costs have not been realized through maximum intake.

To realize the maximum benefits minimum intake should be geared to 90 and a maximum of 120 for each two week minimum resident session. The 120 maximum user units should be internally aligned in groups of not more than 30 individuals for program purposes.

PRIORITY 1 — *The Committee rewrites this recommendation as follows: "to realize the maximum benefits, minimum intake should be geared to 90, and a maximum of 120 for each two-week minimum resident session. The 120 user units should be internally aligned to groups of not more than 30 individuals for program purposes. These guidelines will enable optimum allocation of funds."*

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## CONDITION 63

Growth of program facilities has been erratic throughout the statistical universe. There is not nor has there been coordination in the distribution of various types of facilities, or the development of specific facilities consistent with the purpose of the site and for which the land is best adapted. Less than 21.9 percent of the sites have effective master plans.

For the most part, sites are not only lacking in basic facilities but, in addition, possess too little space specifically set aside for such purposes. Development of sites and facilities has generally been characterized by expediency. As a result many acres of land have suffered severely due to the location of inappropriate facilities or abuse through lack of supporting facilities, often structures are poorly located in relation to topography. These conditions exist due to lack of long-term technical planning assistance.

## CONDITION 64

Existing within the sites for program purposes are 15,093.5 miles of trails, 19 rifle ranges, 67 archery stations, 5 bridle paths, 3 biking trails, 476 boats, 115 canoes, 63 sail boats, and 7,544 volumes of library books.

A variety of sports fields, picnicking areas, pitch-and-putt golf courses, fishing piers, arts and crafts centers, go-cart courses, and wildlife observation posts and museums do exist; however, with the exception of arts and crafts centers, sports fields, and "museums" containing perhaps a single caged animal, the facilities mentioned above are negligible in the total operation.

## CONDITION 65

By and large, internal programs in approximately 50 percent of the instances constitute little more than a duplication of the high school gymnasium or playlot — playground programs indigenous to urban living.

#### CONDITION 66

Quality of programs directly reflects the quality of staff, and the interpretation of what constitutes sound outdoor recreation programs in given settings is established by policy boards, administration, or the discretion of the resident director.

#### CONDITION 67

While analysis of program content has not been an initial phase of the over-all study, site inspections during *scheduled* events indicate sites have not been adapted, in the broadest and best sense, to outdoor programs consistent with conservation, land use, natural resources, and land and water management practices.

While pre-seasonal training and site orientation programs are held of from 1 to 5 days duration, pre-season orientations are often relegated to repair and clean-up duties, with marginal orientation or training geared to the behavioral patterns, programming needs, and adaptation of site to programming of and for resident user units.

#### RECOMMENDATION TWENTY

In cooperation with participating agencies, a pre-season five-day training institute should be inaugurated and conducted by and for member agencies geared specifically to philosophy and program content of sound site operations. Conduct of the institute should be inaugurated by the Recreation, Informal Education, and Group Work Division of United Community Services, in cooperation with the American Camping Association at one of the site locales . . . Staffing of the institute should be expertly done with professionals from a variety of disciplines.

The institute should be held prior to individual site training programs, whereby specific procedural matters and topics common to specific locales could be discussed by individual site operatives.

Total administrative costs should be an integral part of site administrative budgets with supporting assistance from fund groups.  
1965: administrative and personnel costs: \$5,000.00

#### PRIORITY 1

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#### CONDITION 67

Population growth, rate and number of individual user units of water resources in general, present and future industrial and city needs for water, plus the various recreation pursuits requiring water, dictate a contemporary approach in meeting water needs for utilities on given sites.

In 1964, 57.2 percent of operatives were using non-well or non-commercial water sources for site utilities.

Factors such as contagion, pollution, sanitation and sewerage are important considerations.

While no definite date is cited, federal and state laws are being discussed now which will forbid the drawing of lake or pond water for utility purposes.

#### RECOMMENDATION TWENTY-ONE

While no dates for legislative action are predicted, operatives must review their site water supplies and seek either commercial or drilled well sources, thereafter utilizing existing sources as auxiliary supplies for fire protection.

#### PRIORITY 1

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#### CONDITION 68

Forty-five sites are located on great ponds in Massachusetts, New Hampshire, and Maine. Of great importance is the need to understand the riparian rights concept related to these bodies of water and surmounting the problems associated with aquatic activities, including motor boating. There is a need for education as well as control over bodies of water in relation to safety, sanitation and pollution.

#### CONDITION 69

With large areas of rural land under the control of various public water systems, further efforts should be made toward better utilization of these areas, especially for recreation, wherever it is not in conflict with their fundamental use.

#### CONDITION 70

Of importance in relation to water resources is the question of licensing of motor boat operators and the registration of motor boats for pleasure in the Commonwealth of Massachusetts and other New England states.

Supporting data from the Division of Motor Boats, Registry of Motor Vehicles, Commonwealth of Massachusetts, indicates Massachusetts does not have any licensing procedures for the operators of motor boats on inland waters, ponds, lakes, and streams and neither does the United States Coast Guard, which controls the riparian way rights of the Atlantic Ocean coastal waters. To operate registered boats is the prerogative of the individual without regard to status.

According to the office of the Secretary of the Commonwealth of Massachusetts, no bills were submitted in either house regarding the licensing of motor boat operators in either the year 1962 or 1963.

As of December 1, 1963, there were no states in the nation which had as law the licensing of motor boat operators; however, as of January 1, 1964, by enactment of the General Court, State of New Jersey, licensing was inaugurated under the governing and policing authority of the Bureau of Navigation, Division of Natural Resources, Department of Conservation and Economic Development, New Jersey.



## CONDITION 71

Under an act of the General Court of the Commonwealth of Massachusetts, April 1, 1960, boats navigating with motors of 10 horse power or over were to be registered with the Division of Motor Boats, Department of Motor Vehicles, Boston. Controlling and policing are under the authority of the United States Coast Guard. A subsequent amendment, May 8, 1961, states that boats navigating with motors of 5 horse power or more shall be registered with the Division of Motor Vehicles and police control shall be under the jurisdiction of the Division of Motor Vehicles and United States Coast Guard.

New Hampshire requires the registration of motors of 5 horse power and over (not boats) for operation on inland waters. A reciprocal control agreement with other states is non-existent. Boats, however, utilizing 5 horse power motors are registered by the United States Coast Guard, if operated on the ocean or coastal waters of New Hampshire, and under this circumstance, control is reciprocated with other states having statutes enacted by the respective legislatures, as approved by the Commandant, United States Coast Guard, Washington. The point in question is registry versus licensing and boats versus motors.

Maine enacted general legislation effective January 1, 1964, which required registration of boats navigating with 5 horse power motors. Registration was required with the Department of Inland Fisheries and Game, State of Maine.

## RECOMMENDATION TWENTY-TWO

The recommended *Board of Outdoor Recreation and Open Land Planning* should inaugurate immediately after its inception cooperative plans with all public and private bodies throughout the New England area for legislative consideration and statutory power related to water use through conferences, institutes, and legislative enactments in cooperation with existing federal legislation.

1965-1967: procedural action and development on a matching fund basis for sound water use practices. \$15,000,000 (\$7,500,000)

PRIORITY 1 — *The Committee approves the recommendation in principle but questions expenditure of \$15,000,000 in two years.*

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## CONDITION 72

Data indicates water sources for specific aquatic programs are as follows: 7 pools, 56 ponds of various sizes, with two located on the Atlantic seashore. Seventeen sites are completely land-locked without natural water sources.

## RECOMMENDATION TWENTY-THREE

Future development through soundness of site selection should be geared to the availability of all the natural resources possible through technical planning advice. Existing sites, not recommended for abandonment, should have developed within their boundaries water sources for aquatic programs.

### PRIORITY 1

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## CONDITION 73

There is available space within the sites studied for 5661 juvenile males and 2,106 spaces for juvenile females. Male to female intake ratio is approximately 2.2:1. Within the male facilities, the largest group has a minimum age intake of 8.5 years. Other agencies have a minimal intake of 6.0. Female minimum age intake infers a bi-modal participation tendency between the ages 8-9 and 12-13.

## RECOMMENDATION TWENTY-FOUR

Programs are a direct reflection of staffing policy through qualitative leadership and imagination; however, program needs do vary and should vary among age classification of the sexes.

Programs should be adapted to various situations and settings and individual sites should establish techniques to reach designated programs goals which will meet the needs of clientele.

### PRIORITY 1

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## CONDITION 74

Recreation, as interpreted in this study, is not understood in its broadest and best sense by *all* participating agencies and all existing locales. While this is not indigenous to Metropolitan Boston, nor to other sections of the nation, Boston based agencies could eradicate the recreation illiteracy which confuses public thinking through the use of sound public relations media — television, the press, and other communicative arts.

## RECOMMENDATION TWENTY-FIVE

Accepting the premise that leisure is the basis of culture, and recreation regardless the setting, is of fundamental importance to all non-profit and public bodies, a means of educating the general public to this premise is paramount.

With WGBH-TV, sponsor, produce and program a weekly television series outlining the need for individual recreational experiences and the many uses of leisure, as a means of eliminating the general public apathy about recreation.

Production of the series should be under matching funds from local and national sources. It appears that today no program of this sort is being programed on a weekly basis geared to the intelligent and wise use of leisure. While television, per se is generally recreative to the viewers and does at times cover a variety of recreation interests, the philosophical context relating to recreation and leisure in their broadest and best sense is non-existent.

Initial costs from public subscription, gifts or unrestricted funds: \$85,000 per year. (30 minute program weekly.)

PRIORITY 2 — *The Committee recommends that the United Community Services Public Relations Department pursue this recommendation with the station. It also recommends no expenditure of funds for this purpose now.*

## CONDITION 75

The development, recruitment, and retention of qualified personnel, trained in recreation, is a nation-wide problem today, and, with the acceptance of qualified leadership to support given programs, the need for training will continue if not become magnified in the future. Metropolitan Boston, Regional New England, the nation and all agencies within the statistical universe share this problem. While non-profit agencies within and those outside the statistical universe do have recreation as one of their primary aims, little if any means of developing trained leaders are evident. The problem is acute and additional facilities for training on the undergraduate and graduate levels are needed for Metropolitan Boston, the Commonwealth, New England, and the nation.

## CONDITION 76

The Commonwealth of Massachusetts can expect to need 2,755 trained, qualified recreators in public programs by 1975 on a full-time basis, with a supporting staff of 9,500 seasonal specialists. Commercial programs may well utilize 17,000 trained staff members throughout Massachusetts by 1975 while those programs working with socio-medical conditions indicate a staff need of 18,500. The National Recreation Association indicates national recreation needs by the year 1975 of 210,000 trained staff. For specific programs outlined in this study, there is a current seasonal need of 1,810 qualified leaders with a projected need of 2,500.

## RECOMMENDATION TWENTY-SIX

This study recommends that a metropolitan training institute should inaugurate and develop a five-year recreation undergraduate curriculum, with cooperative work experiences among public and private agencies coupled with a normal four-year baccalaureate degree. In addition, this institute should establish a graduate program offering a Ph.D. with opportunities for cooperative research in the behavioral and social sciences.

As noted in the Summary Report of the Willis Commission<sup>5</sup>, it is recommended that such an institute of recreation education and research be an integral part of the University of Massachusetts in Boston, with cooperative training in the Department of Regional and City Planning, of Massachusetts Institute of Technology, Institute of Behavioral Research and Department of Landscape Architecture at Harvard University, and the schools of social work at Brandeis University, Boston University and Boston College.

As an alternate location for such an institute, it is recommended that Harvard University consider such a plan in its School of Public Administration, in cooperation with the Institute of Behavioral Research and Department of Regional and City Planning at Massachusetts Institute of Technology.

**PRIORITY 3** — *The Committee does not feel that it is qualified to act on this recommendation. The Committee recommends that the proposed Board of Outdoor Recreation and Open Spaces Planning explore this recommendation with the Universities.*

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## RECOMMENDATION TWENTY-SEVEN

While staffing of such an institute is an administrative responsibility of the sponsoring university, it is recommended that trusts and foundations support two professional chairs in academic instruction and research, and, through the board of directors of United Community Services, support scholarship grants to qualified graduate research students.

**PRIORITY 3** — *The Committee recommends that this recommendation be proposed to the board of directors of United Community Services.*

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## RECOMMENDATION TWENTY-EIGHT

In order to validate specific recreation training needs for not only the Metropolitan complex but the entire Commonwealth of Massachusetts, it is recommended that a comprehensive study be inaugurated by the board of directors of United Community Services and the University of Massachusetts.<sup>6</sup> Such a comprehensive study should encompass the personnel needs within all public, private, and commercial settings throughout the state. Conclusions should validate specific training requirements.

1965-1966: Matching funds from private sources: \$30,000.

**PRIORITY 3** — *The Committee recommends that this recommendation be referred to the proposed Board of Outdoor Recreation and Open Spaces Planning for consideration. It also recommends no current expenditure of funds.*

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## CONDITION 77

Respondents indicated a mean (Mx) ratio of 1:8.2 of volunteer and paid staff to clientele. Staff in this instance is identified as all inclusive — administration, line, and volunteer leaders in permanent or part-time residence. Direct clientele staff ratio is calculated at 1:11.8 mean for 1964 with a 17.1 age and 1.42 years of experience, excluding participation in user unit programs.

## CONDITION 78

The American Camping Association indicates the following standards<sup>7</sup> for personnel in resident camps: “. . . One adult program staff member to every twenty adult campers . . . and one adult full counselor to every 8 children, age 8 and over; one counselor to every 6 of those under 8 years . . .”

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<sup>5</sup>General Court of the Commonwealth of Massachusetts. *Quality Education for Massachusetts — An Investment in the People of the Commonwealth*. Summary Report. December, 1964. pp. 62.

<sup>6</sup>Conversation with Dr. John A. Lederle, President, and Leo Redfern, Dean of Administration, University of Massachusetts, Amherst, indicates they highly favor such a study. December 18, 1964.

<sup>7</sup>For Annotated Standards, see Appendix B.



## RECOMMENDATION TWENTY-NINE

Since formal academic training institutes cannot in the immediate future supply all the qualified leaders in given settings, it is recommended that volunteers be readily utilized in participating programs through the auspices of the School and Volunteer Bureau of United Community Services, the Commonwealth Service Corps, Action for Boston Community Development, and the Massachusetts Commission for the Aging. It is also recommended that committees be established with various industrial and labor leaders and private agencies to explore the potential of highly skilled retired leaders who could show their training and experiences in various settings as volunteers in given settings related to outdoor recreation. It should be noted that training programs of this sort should not, nor can they, supplement formal, academic training in the broad professional field of recreation. Such training should be utilized only as program enrichment in various settings.

### PRIORITY 1

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## RECOMMENDATION THIRTY

Volunteers must be carefully selected and, while they possess a variety of technical skills, advanced training for all (senior citizens, college students, housewives, and the like) is necessary in recreation philosophy, purpose, and skills.

In order to effectuate a wide variety of programs, pilot training centers should be established whereby "graduates" could then serve a variety of roles within the total community recreation picture — music, arts and crafts, drama, dance, linguistics, camp counseling, conservation and nature activities, sports and athletics, and special events.

Funding should be through unrestricted funds and with support from federal programs.

1965: One training center: \$500,000.

1966-1970: Ten training centers: \$5,000,000.

PRIORITY 3 — *The Committee accepts the concept but does not feel competent to estimate financing of same.*

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## CONDITION 79

The chief problems reported affecting school camping and resident outdoor education in conjunction with public schools are (1) the lack of public acceptance, (2) the lack of sufficient funds, and (3) the need for trained personnel to assume roles both in the formal classroom and the outdoors.

## CONDITION 80

Presently, only one site is utilized on a formal basis for long-range school camping in conjunction with a public school system.

## RECOMMENDATION THIRTY-ONE

Because of the interest expressed by school superintendents within the Metropolitan area, a conference should be held immediately with school superintendents, agency operatives, and other interested groups devoting efforts to school camping. This conference should explore methods to promote additional cooperative programs. A coordinating committee should be established prior to such a conference between the school, United Community Services, and agency constituency.

### PRIORITY 1

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## CONDITION 81

An imbalance in or lack of sites operating cooperatively or solely for physical, psychological and medically associated needs and court related cases is in evidence.

## CONDITION 82

Agencies are reluctant to admit on a routine basis non-ambulatory, wheelchair clientele due to the purported lack of specialized staff and specialized facilities, general admitting policy, geographical intake limitations, or general apathy on the part of operatives.

## RECOMMENDATION THIRTY-TWO

While specialized sites should not be constructed for *all* the handicapped, agency intake policies should adapt existing programs, unless long-term, specialized facilities are needed for recreation and educational experience, through which the handicapped can be trained for normal recreation programs.

Coupled with adapting general intake to medically related needs, there should be a broad general public education program through the efforts of United Community Services, member agencies, and the Easter Seal Society for Crippled Children and Adults of Mass., Inc., related to acceptance of such clientele in given programs.

### PRIORITY 1

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## CONDITION 83

Statistics of juvenile delinquency for municipal Boston indicates an index of 17.1 per thousand court cases with a 2.6% commitment rate to the Youth Service Board in 1960. Suffolk County reported indices of 16.5 per thousand with a 2.6% commitment rate.

## RECOMMENDATION THIRTY-THREE

The recommended *United Community Services Board of Outdoor Recreation and Open Space Planning* should cooperate with the Youth Service Board, the Citizenship Training Group of the Boston Juvenile Court, and the Massachusetts Attorney General's

office in inaugurating two resident training programs for juvenile male and female offenders.

Consultation for program format should be reviewed with the New York State Executive Department, Division for Youth. At present, New York State has in existence four Youth Opportunity Camps devoted to such purposes.

Male camp: \$300,000. Female camp: \$300,000.

#### PRIORITY 1

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##### CONDITION 84

Records indicate 9,069 blind persons reside in the Commonwealth of Massachusetts with 2,000 individuals who need special casework service but, at present, are not being served. In addition, the majority of the 800 persons within the Commonwealth who lose their sight each year need social case work service. Approximately 50 percent (4,500) of the blind referred to above reside in Metropolitan Boston.

Of special concern within the blind category of socio-medical need are the reported 122 blind youngsters between the ages of 6 through 16 within the public school systems in Metropolitan Boston and 763 persons under the age of 14 recorded on the Massachusetts register of the blind. Blind sex ratios within the Commonwealth indicate a 46 percent male and 54 percent female total

##### CONDITION 85

One site now operates specifically for juvenile blind females with an intake capacity of 54. Intake is not limited to any geographical locale.

##### CONDITION 86

One site operates for adult male and female blind with a maximum intake of 40.

##### RECOMMENDATION THIRTY-FOUR

In order to provide blind juvenile males the opportunity for resident outdoor recreation programs, a site should be developed immediately through the auspices of the Board of Outdoor Recreation and Open Space Planning and existing private and public bodies sponsoring blind programs within Metropolitan Boston.

PRIORITY 1 — *The site appraised refers to Camp Allen.*

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##### CONDITION 88

Within the age range of 6 through 16 the Massachusetts Department of Education, Division of Special Education, lists the following children with special socio-medical needs: asphasic 34, deaf 289, emotionally disturbed 246, mentally retarded 5,464, partially sighted 380, physical handicapped 10,042, and special hearing handicapped 13,706.

##### CONDITION 89

National reports indicate one in every 100 babies born in the United States has some type of defect observable at the time of birth. On the basis of the Surgeon General's report, Metropolitan Boston can expect a similar ratio within the projected population.

##### RECOMMENDATION THIRTY-FIVE

No new specialized sites should be inaugurated for the physically handicapped but existing agency programs should actively cooperate with the Easter Seal Society. Inasmuch as many existing sites do not have specialized facilities for this type of intake, structural changes and building modifications should be immediately inaugurated.

Structural rehabilitation of site: \$250,000.

#### PRIORITY 1

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##### CONDITION 90

The nation can expect to have 52,422,000 individuals over 65 by 1976, while Metropolitan Boston (SMSA) should expect an 18.7 percent proportionate increase in persons of that age bracket by 1976. There is expected to be an increase in the number of persons below 25 and over 65 by 1976. The over 65 population will reportedly increase at 1.8 percent annually.

##### CONDITION 91

The population expansion in the below 25 and over 65 age groups tests the Metropolitan area's capacity to meet new, serious problems. In the younger age brackets, it will generate a heavy demand for public school education, informal outdoor education, and camping. The rising percentage of older citizens will produce growing claims on pension funds, special types of housing, leisure needs, and other special welfare and social services.

##### CONDITION 92

An indictment of the American public was stated in a 1960 Massachusetts Senate hearing which indicated at least one-half of the aged — approximately eight million people — cannot afford decent housing, proper nutrition, adequate medical care, or necessary recreation. Proportionately, this appears to be true for the Metropolitan Boston complex today.



### RECOMMENDATION THIRTY-SIX

A broad outdoor recreation program for senior citizens on a year-round, long-range basis should be inaugurated with the development of 5 outdoor sites immediately. Intake referrals should be through existing agencies serving senior citizen needs, in cooperation with the Massachusetts Commission on the Aging and other bodies.

**PRIORITY 3** — *The Committee recommends that no new facilities be established for this specific purpose until further study is undertaken as to the possibility of integrating this program into existing facilities.*

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### RECOMMENDATION THIRTY-SEVEN

Dissemination of literature showing the availability of programs should be developed through the Commission on the Aging, Metropolitan hospitals, Boston Departments of Public Health and Public Welfare, Boston Housing Authority, the Commonwealth Service Corps, and the Committee on the Aging of United Community Services.

Site senior citizen programs should be on a year-round basis, in conjunction with agency in-town programs, public drop-in centers and churches and synagogues. This would provide year-round program continuity.

#### PRIORITY 3

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### CONDITION 93

Related literature indicates that the exact number of senior citizens who are in need of recreation and could benefit from the programs cited herein is unknown. Similar data indicates that due to migration and death, such documentation will never be complete.

### RECOMMENDATION THIRTY-EIGHT

A study should be inaugurated immediately to determine the location of clients and how programs can be best established to serve senior citizen clientele through existing site programs.

#### PRIORITY 3

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### CONDITION 94

Data indicates Boston ranks 13th in the nation in the rate of mental retardation. A total of 20,915 persons with mental retardation reside in the City of Boston.

### CONDITION 95

No existing programs within the statistical universe are designated especially for the mentally retarded male or female on any age level.

### CONDITION 96

Data infers that facilities and equipment, designed especially for the mentally retarded in outdoor settings, are needed. There is a question as to what specific type of equipment can best serve remedial and educational needs for this clientele.

### RECOMMENDATION THIRTY-NINE

United Community Services, in cooperation with the Massachusetts Department of Mental Health, the Kennedy Foundation, and the United States Department of Mental Health, should inaugurate a Regional study with sound methodology to determine what types of recreation facilities, areas, and equipment can best serve the mentally retarded in outdoor settings.

1966-1968: Funds from all sources: \$200,000.

#### PRIORITY 1

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### RECOMMENDATION FORTY

On the basis of conclusions established in Recommendation 39, acquire and develop resident site programs for mentally retarded under the auspices of the recommended *Board of Outdoor Recreation and Open Space Planning*.

Pilot site: \$300,000.

**PRIORITY 1** — *The Committee recommends that the proposed Board of Outdoor Recreation and Open Spaces Planning should assist the Department of Mental Health and all voluntary agencies working in this field in developing resident site planning for the mentally retarded.*

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### CONDITION 97

Five sites within the statistical universe operate cooperatively with commercial enterprises and promote work for salary. Data indicates these programs are self-sustaining. Intake for such programs has a mean (Mx) age of 14.0.

### RECOMMENDATION FORTY-ONE

While employment is admirable, existing work site programs should raise the minimum age of intake for employment to 16 and refer youths under 16 to other recreation programs available within the study.

In no instance should programs be of a seasonal basis and related to one specific work employment, but geared to education and training as well.

The existing program format within these operations should be abandoned and other types of work programs for a 16 and over age group with greater magnitude, scope, and financial support should be developed, consistent with sound procedures for health, habitation, recreation and education. Recommendation cited.

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PRIORITY 1

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CONDITION 98

Private agencies, serving a restricted clientele, conform more closely to private ventures. While their promotion and existence are lauded and their need omnipresent, financial sponsorship should be exclusively from within the religious, ethnic, or cultural community which they serve exclusively and not from public or volunteer funds. Development of such agency sites should be encouraged.

CONDITION 99

Five sites within the statistical universe program intake according to specific ethnic or religious requirements.

RECOMMENDATION FORTY-TWO

While sponsorship of all programs for outdoor recreation and informal education is admirable, financial support of programs geared to specific ethnic or religious oriented clientele should be from within the ethnic or religious community. Continuation of programs remain the prerogative of parent sponsoring agencies.

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PRIORITY 1

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CONDITION 100

Data indicates 49 sites out of 82 have organized parking lots with a grand total of 3,589 parking spaces and a mean (Mx) per site of 51.1 spaces.

RECOMMENDATION FORTY-THREE

With modern means of transportation and the need for maximum utilization of sites, parking facilities are a required part of the site layout. Those sites which have indiscriminate parking should inaugurate proper and adequate facilities.

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PRIORITY 3

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CONDITION 101

Site policies are developed through a variety of managing authorities. Thirty sites operate under the policy direction of a board of directors or trustees. Forty-two operate under the authority of special designated committees and ten operate under direct agency control without a policy board.

RECOMMENDATION FORTY-FOUR

Regardless the type of managing authority, agencies should observe and board or committee members acknowledge there are explicit roles to observe and there are differences between legislative and executive functions. The executive and his staff are charged with performance and the legislative body is charged with policy matters.

Boards should act as legislative and not as executive bodies, and a clear distinction should be drawn between what are executive and what are legislative functions. The legislative functions belong, by right, to the board and the legislation should be enacted, after general discussion, by means of a formal and recorded vote. The board's work, as representatives of the community, is to sit in judgment on proposals and determine the general policies of the site.

If the board desires information on any subject, it should direct its executive officer to furnish it. On the recommendation submitted, the board should sit in judgment, and, until convinced of the wisdom of the recommendation, the board should hold the recommendation in abeyance. In all matters which are strictly professional and which related to the details of administration, the board should refuse to act in any way until the matter has been brought before the proper executive officer. His decision should not be reversed unless the board is thoroughly convinced that he is wrong. Deliberate thought should be taken. Even then, in many cases, the board will be wise not to act hastily. The wisdom of such a separation of functions has been shown repeatedly in the developed and well organized agencies throughout the country. It is when boards and board committees, anxious to direct and manage as well as to govern, seize executive function and begin to displace the chosen (and paid) executive officer in the administration of the recreation system, that trouble and bad administration usually begin to develop.

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PRIORITY 1

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CONDITION 102

In 21.9 percent of all operations, the parent agency executive assumes a dual role — direct on-the-spot management of both in-town and site programs and facilities.

CONDITION 103

Data indicates joint in-town and site administration is not desirable inasmuch as one program suffers due to the absence of executive leadership. The two most common reasons for this type of dual resident administration are the "lack of qualified personnel" and "lack of funds".



## RECOMMENDATION FORTY-FIVE

Appointive resident leadership for sites is necessary consistent with year-round use and program demands. A resident site director is mandatory.

### PRIORITY 2

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## CONDITION 104

Progress is based on the systematic recording of facts and data on a year-to-year basis. 84.1 percent of participating agencies report a documented annual report. Yet 15.9 percent indicate an oral report or none at all.

## RECOMMENDATION FORTY-SIX

Sound reporting in documented form is mandatory by all sites and should be demanded by managing authority to assure the continuity of purpose and philosophy of the parent agency and its programing aims.

### PRIORITY 1

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## CONDITION 105

General purchasing procedures varies from agency to agency and within agency programs, if more than one site is in operation. Reasoning indicates greater cost factors result for operatives having non-coordinated, unorganized purchasing.

## RECOMMENDATION FORTY-SEVEN

A coordinated purchasing program should be established among all United Community Services member agencies, with an invitation to other non-aligned, non-profit agencies to participate. Coordinated buying,<sup>8</sup> based on a quality, quantity index, would result in appreciable savings.

In view of the fact that 15.8 percent of the operatives indicate no food purchasing policies, and 26.8 percent indicate purchasing on an "as needed" local basis, it is recommended that a coordinated purchasing director be recruited and employed. Savings realized should finance administrative operations and salary and bring a saving to agencies involved.

All year, all inclusive: yearly operational cost: \$25,000.

*The Committee believes that it is imperative for agencies to have well planned purchasing procedures. However, the Committee does not believe that a "coordinated purchasing director" is needed.*

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## CONDITION 106

Eleven sites are grossly lacking in full fire protection measures, and twenty sites indicate personnel orientation in fire protection and fire hazards is non-existent. Twenty-four of the participating respondents have designated fire lanes. Data indicates a general lack of overall fire protection. There are selected instances of apathy on the part of agency operatives regarding the potentials of fire hazards.

In most instances, local fire laws are observed but the need for *humane concern for clientele* overrules all legalities.

## RECOMMENDATION FORTY-EIGHT

All site operatives should immediately review, document, and eliminate fire potentials, establish fire lanes and escape routes in case of fire, and establish definite fire protection policies and practices. Those agency sites which fail to establish such procedures *immediately* should be abandoned. No supporting funds should be available to such operations until such measures and procedures are established and obeyed. Strict enforcement should be in evidence in the future,

### PRIORITY 1

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## CONDITION 107

Primary sources and personal commentary received during site inspections and introductory interviews indicate sites have a variety of problems and seek answers to major perplexing problems related to insurance. Insurance specialists agree that comprehensive insurance covering a wide range of areas is mandatory.

Agencies would do well to seek the advice periodically and review on a definite time schedule their needs with a specialist trained and experienced in these matters. Those agencies which operate resident camps should especially seek the advice of a camp insurance specialist.

Most of the peculiar legal aspects of an insurance contract arise from the fact that it is an aleatory as distinguished from a commutative contract. In making the latter type of contract, the parties contemplate a fairly even exchange of values. In a sale, which is a typical commutative contract, the seller thinks that the price paid is about equal to the value of the goods, and the buyer expects to get goods about equal to his price. On the contrary, in making an insurance contract the insured knows that he is paying a sum far less than the insurer is to pay him under certain conditions that will probably not occur. Insurance is an aleatory contract, the conditions are a part of the bargain. They define the risks and establish conditions under which losses are to be paid. Legal advise indicates the majority of agencies do not have, nor have they secured, sound comprehensive insurance

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<sup>8</sup>The University of Massachusetts Council of Fraternity Presidents operates a successful coordinated purchasing program with the assistance of a full-time purchasing manager. The individual organizations still preserve their own identities.

coverage for their sites. Data also indicates that the interpretation of contracts has been warped almost beyond recognition in applying it to insurance controversies. It is incumbent on all agencies to secure sound legal advice on this subject and support an insurance program indicative of current needs and trends.

#### RECOMMENDATION FORTY-NINE

It is incumbent that all agencies secure sound legal advice through their legal counsel on liability matters related to insurance and contracts. Similarly, all agencies should review their insurance coverages with insurance specialists on a definite time schedule. Full comprehensive coverage is recommended.

Funding from administrative budgets:

#### PRIORITY 1

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#### CONDITION 108

State laws are explicit in advocating methods of garbage-rubbish disposal and general sanitation procedures. While site inspections indicate an abuse of good, sound housekeeping practices, disposal of garbage and rubbish does in a *general* sort of way meet minimum statutory requirements. Rubbish and garbage disposal systems should be improved in 49 sites or 59.7 percent of the total statistical universe.

#### RECOMMENDATION FIFTY

As indicated in individual site recommendations, garbage and rubbish storage units must be developed immediately complying with recommended statutes.

Funds allocated under site recommendations:

#### PRIORITY 1

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#### CONDITION 109

Within the statistical universe, 48.7 percent of the sites utilize pit privy systems for personal sanitation. While statutory laws indicate pit privy systems are "permissive" in the outdoors, factors of pollution, general sanitation, and conditions affecting overall environmental health dictate that a program of abandonment be inaugurated.

#### RECOMMENDATION FIFTY-ONE

All pit systems should be scheduled for abandonment immediately, transferring to commercial value flush systems.

Funds allocated under individual site appraisals:

#### PRIORITY 2

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#### RECOMMENDATION FIFTY-TWO

The recommended *Board of Outdoor Recreation and Open Space Planning*, with the existing Federal Legislation, Public Law 88-578 (The Land and Water Conservation Fund Act of 1964), should seek legislation for *complete* banning of pit privy systems in outdoor recreation areas. Participating agencies should support this policy.

PRIORITY 2 — *The Committee is in favor of this type of legislation but with certain exceptions.*

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#### CONDITION 110

A good health program in any given resident setting integrates health practices with over-all programs using a supporting staff of medically trained personnel. The planning of a health program should be the responsibility of the site physician utilizing a resident registered nurse.

Fifty-two sites have structures equipped and designated as dispensaries or infirmaries and 51 sites have a member of the health or medical profession as a part of the resident staff. Fourteen sites do not have a physician on call.

To carry out medical duties, it is not necessary for the physician to give full or even part time service every day; however, he must visit the site and be completely familiar with the physical facilities and programed activities. The designation in the site prospectus of a physician as a medical consultant is insufficient. He must be a participating member of the operation. Data indicated (confirmed by personal interview) that all too often the physician's role is limited to office calls at best or having his name cited in the brochure.

#### RECOMMENDATION FIFTY-THREE

All sites should plan a sound environmental and clientele health program with participating members from the medical profession. Medical advice should be solicited and observed regarding site personal health practices.

Funding from administrative budgets, every year, all inclusive:

#### PRIORITY 1



#### RECOMMENDATION FIFTY-FOUR

Accepting the premise that each site should have a minimum intake per session of 90 individuals, a distinct structure, fully equipped and designated as an infirmary, shall be a part of each site development plan. As required by statutes, sites with an enrollment of 75 or more shall have a registered nurse or medical student in residence.

Funding for infirmary construction sited in individual site appraisals:

#### PRIORITY 1

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##### CONDITION 111

Data indicates twelve sites have abandoned water sources due to reported contagion or pollution factors, as recorded by the Departments of Public Health or allied bodies in Maine, New Hampshire and Massachusetts.

##### CONDITION 112

Secondary sources indicate that the major rivers within the Commonwealth of Massachusetts are polluted. What once were rivers and streams of beauty are now flowing tides of negligence and desperation.

#### RECOMMENDATION FIFTY-FIVE

Participating agencies, in cooperation with the recommended *Board of Outdoor Recreation and Open Space Planning* and other interested professional and lay groups should seek means of effecting pollution control of rivers and streams throughout New England, and especially tributaries in or near existing and future site locales. All sites should establish regular pollution tests for ponds within the site area and a continuous investigation of pollution factors related to future long term use. All tributaries to lakes and ponds, regardless if they are short term, wet weather streams, should be constantly checked for contagion and pollution factors.

Funding should be through the *Land and Water Conservation Fund Act of 1964* (Public Law 88-578) with supporting local funds. Initial fund<sup>a</sup> needed: \$10,000,000.

#### PRIORITY 1

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#### RECOMMENDATION FIFTY-SIX

The recommended *Board of Outdoor Recreation and Open Space Planning* should strive for local, state, regional and federal legislation curbing pollution, with stringent controls on all types of user units within the New England region.

#### PRIORITY 1

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##### CONDITION 113

Thirty-six of the eighty-two operatives benefit from year-round maintenance schedules with full-time in-residence maintenance or ranger personnel. Proper maintenance of all facilities, equipment, and areas is a basic need, directly related to continuous, effective service and economy of operation. Proper, planned preventive maintenance is directly related to economics, and will result in long-range savings by reducing to a minimum the need for capital campaigns for rehabilitation of basic site facilities.

Data indicates that sites which do not have year-round or seasonal maintenance men, assign — voluntarily or involuntarily — maintenance and repair duties to staff. Directors are not excluded. Their energies are, therefore, directed to routine maintenance jobs and, in essence, handicap the program which they were employed to direct and limit their responsibilities to clientele whom they were employed to counsel.

#### RECOMMENDATION FIFTY-SEVEN

Consistent with sound practices of maintenance, the economics involved, year-round utilization, and overall site control, it is recommended that those sites without year-round maintenance secure and employ full-time resident maintenance personnel. Resident housing and maintenance workshops are to be developed in relation to site master plans.

Funding allocated in site appraisals:

#### PRIORITY 1

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##### CONDITION 114

Sound principles of finance conclude that a reasonable 10 to 15 percent (or a high of 20 percent) should be added to capital fund goals to provide a *stabilizing* fund for maintenance and to augment annual operating maintenance funds necessary in any properly executed agency budget.

#### RECOMMENDATION FIFTY-EIGHT

Consistent with recommended finance principles and in order that sites may realize maximum potential from their facilities through long-term maintenance, a core source stabilizing fund should be developed to meet unpredictable emergencies at agency sites.

Stabilizing funds, all years, all inclusive: \$80,000.

#### PRIORITY 1

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<sup>a</sup>\$10 million is a minute amount compared to the need to rejuvenate streams and rivers adjacent to site locales. It is, however, a start.

#### CONDITION 115

The basic support of 60.9 percent of all operatives within the statistical universe is through allocations from United Community Services or the United Fund, while 30.4 percent indicate personal donations, gifts or proprietary subvention as the means of base support. Direct fees and charges are indicated by 100 percent of the operatives as one source of revenue; yet 6.9 percent indicate a purposeful intent to be self-sustaining. 2.4 percent indicate no valid means of year-to-year support and rely on non-calculated income.

#### CONDITION 116

Non-profit agencies, as designated here, can no more be self-supporting than can public (tax) programs through their own volition. To do otherwise is a mockery of intent. Yet the purported needs served *must* be legitimate. There are normal fees and charges which should be affixed to *special* services but these must be carefully applied and equitably controlled.

No longer can agencies afford the luxury of below minimum recommended intake for reasons of comfort and proprietary interests. Neither should agencies seek economic celibacy in financial matters, but seek other sources of operating revenue through legitimate uses of sites. The needs are evident and the existing mean year-round use is only 7.59 weeks per year.

#### RECOMMENDATION FIFTY-NINE

Agencies are charged with the *immediate responsibility* of meeting specialized cited needs within the Metropolitan complex. The needs are cited in this study. It is, therefore, incumbent that full use of facilities be first made available to clients in need of specialized services.

All years, all inclusive: cited.

#### PRIORITY 3

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#### CONDITION 117

The operational budgets for the statistical universe consisting of 19,835.69 acres totalled \$2,414,670.25 in 1964.

#### CONDITION 118

Data indicates hidden cost factors in personnel, food, building construction costs, and operating maintenance. Non-identified cost factors are related to agency executives not pro-rating their salaries to site operation, government surplus foods, and volunteer-gratuitous labor.

#### CONDITION 119

The operational cost per day, based on a full 365-day calendar year, ranges from a high of \$166.28 to a low of \$37.45.

#### RECOMMENDATION SIXTY

While it may be difficult to do, agencies must consider their *entire* operational and administrative machinery — policies to personnel, finances to planning — in the same identical management light as do their private, public or commercial contemporaries. It is mandatory that the entire agency makeup be executed according to strict business administration procedures consistent with sound policy, staffing, and programs.

#### PRIORITY 1

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#### CONDITION 120

Twenty-eight of the site operatives indicate expenditures are evaluated on a monthly basis. But four operatives do not have any type of internal financial evaluation. Budget lead time varies between agencies from three to six months, as needed, or more than two years. 48.7 percent of the operatives indicate they bond personnel, while 52.4 percent indicate a documented, written policy on financial matters.

#### CONDITION 121

Data indicates there is no common internal, nor closely aligned, established policy among camps for submitting narrative or documented reports to managing authorities on fiscal matters. While standardized auditing procedures are similar and required by law, there is an overall lack of sound, internal principles of finance.

#### RECOMMENDATION SIXTY-ONE

It is recommended that each agency review, through its managing authority, the principles of financial operations immediately. The managing authority, by nature of its legislative role, shall execute in documented form the internal principles which shall be observed by site operatives. As a suggestion, based on sound experience and nation-wide recreation practice, these elements appear fundamental.

1. The basic core of non-profit agency funds for recreation services, programs, and facilities should be provided through solicited, unrestricted community funds.
2. The non-profit agency must have a well-documented and sound policy related to fiscal autonomy, planning, and finance.
3. Recreation expenditures must be evaluated yearly. Conditions related to needs and services change rapidly.
4. Procedures for fiscal control must be sound and adhered to in budgeting, allocating, receiving, accounting and disbursing.
5. Personnel must be bonded in accordance with sound financial procedures.

#### PRIORITY 1



#### CONDITION 122

The largest group of services by site operatives within the metropolitan complex is afforded by the national affiliate, community-based organization. Their program is geared to specific geographical areas (irrespective of need), as dictated by national policy. Territorial limitations are assigned as to clientele sex and age.

#### CONDITION 123

Data indicates resident programs within the study serve best the contrasting poles of the economic axis. The low income group, under the auspices of public welfare and social agency subsidy, is served by charitable organizations, while the high income group can turn to proprietary, self-sponsored camps. Those between these two economic extremes have social, psychological, cultural, and physical needs. But they are left to their own devices and an outdoor recreation experience is not available with the same degree of frequency.

#### CONDITION 124

While purporting to serve special cultural, psychological, physical or sociological needs within the Metropolitan area, intake is geared specifically to base locale, and on a first come first served basis in all categories, with the exception of socio-medical.

Intake among all agencies is comparatively greater in cities and towns with a higher per capita income per family than in towns and cities with a lower income level. Similar findings are true within the designated health and welfare areas of municipal Boston and intake is greater within areas of higher economic indices.

#### CONDITION 125

Data concludes that all agencies, with the exception of the socio-medical group, do not in the broadest and best sense fulfill their stated and legitimate reasons for existence, insofar as outdoor recreation is concerned.

#### RECOMMENDATION SIXTY-TWO

An appraisal of intake should be inaugurated immediately and those agencies which do not provide specific services for specific designated needs should cease to exist. Existing intake should be referred to other programs and sites abandoned or sold. Creative imagination is needed within the agency administration.

**PRIORITY 1** — *The Committee recommends that an appraisal of intake should be inaugurated immediately and that agencies should review their findings in relation to unmet needs.*

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#### CONDITION 126

54 percent of the total agencies have administrative headquarters with recreation programs and supervisory leadership. The remaining 46.0 percent operate administrative headquarters only. In these instances, year-round clientele programs, after a resident site experience, are sporadic or non-existent and, if in existence, are programed by or through other sources.

#### RECOMMENDATION SIXTY-THREE

Development of any sound agency-site program is dependent on sound leadership with on-going in-town programs. Development of future site programs should be designated to agencies with facilities for programing year-round activities on a day-to-day basis.

#### PRIORITY 1

#### CONDITION 127

Development of sites since the 1800's has been sporadic with little thought to coordination or systematic land acquisition, control, or financing.

#### RECOMMENDATION SIXTY-FOUR

The recommended *Board of Outdoor Recreation and Open Space Planning* should be the official organ and legislative tool for future site acquisition, development, and control. It is recommended that all future acquisitions be developed under its auspices.

It is recommended that the Board be the sole agency developing new site properties outside existing site operations for United Community Services. The first initial step of the Board would be to acquire a minimum 120 acres and develop this project in pilot form under competent administrative leadership. The site is to be operated administratively, and agencies, seeking new site programs which do not now exist, shall utilize the property on a lease arrangement with their own programs and staff. Administrative and overall management would still rest with the Board. When new agencies have reached an on-going three-year minimal intake of 100, they then should be supported financially to acquire and develop their own sites with sound master planning. A minimum intake of 100 per year over a three year period is mandatory. Pilot site: \$300,000.

**PRIORITY 1** — *The Committee recommends that all future acquisitions be developed in cooperation with the Board of Outdoor Recreation and Open Spaces Planning.*

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#### RECOMMENDATION SIXTY-FIVE

No new sites should be developed by agencies which do not now own or operate sites, or which do not have an in-town facility for on-going programs. Evidence of year-round program potential is mandatory in all new site development. The luxury of only seasonal operation is hence eliminated and the total community dollar preserved.

#### PRIORITY 1

#### CONDITION 128

The advisory group which seeks to "counsel" and to "advise" non-profit camp operators and, more importantly, the resident and day-camp programs under financial core subsidy of United Community Services is termed the "Camp Council of United Community Services of Metropolitan Boston." The purpose of the Council is:

- To study the camping needs of the community;
- To promote the development of camping programs to meet those needs;
- To maintain increasingly high standards in camping and effective use of community money in meeting camp needs;
- To interpret to the public the role of camping in good community living;
- To act as the agent of the Recreation, Informal Education and Group Work Division Committee of United Community Services on matters referred to it and to make recommendations to this Division.

While the concept of the Council is admirable, there is need for a broader-based organization. Existing By-laws of the Council do permit self-perpetuation. Data indicates this procedure is neither wise nor sound in the organization of policy boards and committees. Within the Council, revolving membership among *all* agencies is not observed but specific agency representation can and does remain as an integral part of the Council year in and year out.

#### RECOMMENDATION SIXTY-SIX

This report concludes that by nature of cited problem areas, the variance of intake, and the varieties of unmet needs within the metropolitan complex indigenous to resident camping and informal outdoor education, neither overall efficiency nor total effectiveness has been assured through the existing Camp Council. Secondary data concludes that it is neither wise nor sound to permit a self-perpetuating board or committee to exist. Further analysis of data dictates, as is established within this report, that there is a need for change, through administrative machinery, to afford greater opportunity, efficiency, and effectiveness in coordinating outdoor recreation programs for non-profit agencies serving Metropolitan Boston.

Through the appointive and legislative powers vested in the board of directors of United Community Services, it is recommended that the existing Camp Council be abolished and its designated duties be assigned to within various committees<sup>10</sup> of the recommended *Board of Outdoor Recreation and Open Space Planning*.

PRIORITY 1 — *The Committee takes exception to the first two sentences.*

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#### CONDITION 129

While the existing publication of the Campfinder is admirable, the document does not list all the non-profit camps within the Metropolitan complex nor even all those which are members of United Community Services.

#### RECOMMENDATION SIXTY-SEVEN

Under a "Committee on Publications" of the recommended *Board of Outdoor Recreation and Open Space Planning*, the Campfinder should be revised, utilizing the same format, but listing all non-profit camp programs serving the Metropolitan complex and identifying the recommended procedures for referral intake. \$2,900.

#### PRIORITY 3

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#### CONDITION 131

Profit from hunting and fishing rights appears to be an untouchable thought to most agency site operators. Sites are now or could be established as wildlife sanctuaries, and those sites with over 200–250 acres of land could well profit handsomely from seasonal fishing and hunting rights under game and fish management.

#### CONDITION 132

The majority of land on which hunting is permitted is in the western part of the Commonwealth in an area of lesser population density and at a greater distance from Metropolitan Boston user units.

#### RECOMMENDATION SIXTY-EIGHT

As established through principles of sound wildlife management, harvesting of fish and game is not only sound but can be an economic gain to the operative. Agencies should consider restrictive or selective hunting and fishing during specific seasons for upland game birds, aquatic birds, and other game animals (when sites not are used by clientele), and similarly make available their sites for dog-trials, hunting and sportsmen's conferences and the like for fees and charges. The potential is unlimited. Coordinated effort with wildlife organizations should be inaugurated.

#### PRIORITY 1

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#### CONDITION 133

At present, municipal Boston has only one hostel which reported an attendance of 810 individuals in 1963.

#### RECOMMENDATION SIXTY-NINE

It is recommended that site operatives and the recommended *Board of Outdoor Recreation and Open Space Planning*, in cooperation with the American Youth Hostels, the Massachusetts Department of Natural Resources, and the Audubon Society,

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<sup>10</sup>See Appendix D.



develop a series of hostels which would encircle the Metropolitan area of Boston as a loop. They would provide hostel space for the ever increasing international and domestic travelers to the Commonwealth as well as a programming aid for site operatives.

The network of the belt of hostel developments would be coordinated with the existing hostelry. Starting with Gloucester as the first hostel, now in existence, the loop would include the Massachusetts State Park at Plum Island, *Denison* at Georgetown, Mass., *Trinity House* at Atkinson, N. H., *Nashoba* at Westford, Mass., the existing hostel at Littleton, Mass., *Rosemary* at Lincoln, Mass., *Elbanobscot* in Sudbury, Mass., *Wonderland* at Sharon, Mass., *Virginia* at Bolton, Mass., *Child* at Plymouth, Mass., *Red Barn* at Humarock, Mass., *Mitton* at Brewster, Mass., to the existing units at Orleans on Cape Cod and West Tisbury on Martha's Vineyard.

This loop offers program potentials indigenous to the old-world charm of colonial New England — with more than 300 historic and scenic areas enroute from Gloucester to the outer islands.

1965-1975: Initial development: \$264,000.

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### PRIORITY 3

#### RECOMMENDATION SEVENTY

In order to provide exploratory trails through the countryside from one hostel unit to another, it is recommended that a biking trail be established utilizing the resources of easement rights obtained from electric power companies, old right of ways owned by various railroad companies, selected easement rights from farm and other land owners, and easement from individual towns and cities enroute. Coordination of the development of biking trail projects would be completed with existing site operatives, the Commonwealth Service Corps work projects, the State Departments of Natural Resources and Commerce, and the American Youth Hostels. Interested town biking groups should be selected and developed in and near site towns and through schools and colleges within the Metropolitan area.

1965-1968: Development cost: \$500,000.

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### PRIORITY 3

#### RECOMMENDATION SEVENTY-ONE

As an adjunct to Hostel programing, bicycle renting stations should be established at Gloucester, Lincoln and Orleans. Development of a rental program and operational machinery should be through the American Youth Hostels and a special "committee on programs" of the recommended *Board of Outdoor Recreation and Open Space Planning* of the United Community Services of Metropolitan Boston.

PRIORITY 3 — *The Committee does not feel that this recommendation falls within the scope of this Study.*

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#### RECOMMENDATION SEVENTY-TWO

While the recommended loop of hostel units and biking trails should be completed by the year 1975, it is recommended that a regional outer belt, extending through Maine, New Hampshire, and Massachusetts, be inaugurated near the end of this decade.

Development of the outer belt should be coordinated with the United States Department of the Interior and Departments of Natural Resources in the states of Maine, New Hampshire and Massachusetts, in cooperation with site operatives and the *Board of Outdoor Recreation and Open Space Planning* and the Audubon Society.

This outer belt is envisioned as a biking, cross-country snow-shoeing, and cross-country skiing complex extending from Acadia National Park, Maine, to Fall River, Mass. Fall River has the only existing hostel in this belt at present. The outer loop would start at Acadia to *Blazing Trail* at Denmark, Maine, to *Agassiz Village* at West Poland, Maine, to *Hemenway* at Tamworth, N. H., to *Waldron* at Meredith Center, N. H., to *Wabasso* at Piermont, N. H., to *Morgan Memorial* at South Athol, Mass. to *Wildwood* at Barre, Mass., to *Clara Barton* at Oxford, Mass., to Providence, R. I., and culminating at Fall River, Mass.

Development to be inaugurated 1975

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### PRIORITY 3

#### CONDITION 134

There appear to be few biking programs in the total universe. Less than 6 percent have an on-going program. Biking trails between sites, cooperatively maintained and using defunct easement ways of utility companies, railroads, and the like, are non-existent. Biking should be an integral part of site programs. Sites can offer this type of programing within the statistical universe.

#### RECOMMENDATION SEVENTY-THREE

In order to assist site operatives in developing biking programs as a phase of their operation, it is recommended that pocket-sized guides to *biking throughout Massachusetts*, *biking throughout New Hampshire* and *biking throughout Maine* be written and published. Such publications, as envisioned, would be self-sustaining through revenue from the general public.

19661-967: Professional writing: \$3,000.

Initial publication cost: \$2,500.

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### PRIORITY 3

#### CONDITION 135

Day camp programs are a part of the total non-profit agency program. Such programs are excluded from this study. However, they are a valid offering of non-profit agencies.

#### RECOMMENDATION SEVENTY-FOUR

A complete analysis of non-profit agencies day-camp programs should be inaugurated and established, consistent with the need throughout the Metropolitan complex.

1966-1967: Complete one-year study and analysis: \$25,000.

#### PRIORITY 1

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##### CONDITION 136

While the Recreation, Informal Education and Group Work (RIG) Division of UCS does attempt to advance the overall cause of sound recreation management, lack of staffing precludes it devoting greater effort to general recreation development and legislation, among all non-profit, public and private bodies.

It is well understood that public recreation should have services on the local, state and federal level. The Commonwealth of Massachusetts does not provide recreation services at the state level to non-profit agencies, towns and cities, or commercial bodies devoting efforts to recreation.

#### RECOMMENDATION SEVENTY-FIVE

Through the combined efforts of all site operatives, agencies, the recommended *Board of Outdoor Recreation and Open Space Planning*, the board of directors and the RIG Division of United Community Services, Massachusetts Recreation Society, and the New England Camping Association, professional and lay groups should collectively seek state legislation to establish a Massachusetts State Board of Recreation, which would employ an Executive Director and supporting staff, and would enjoy full-fledge departmentship in the Executive branch of state government.

##### CONDITION 137

Cooperative ownership of land between allied agencies in New England is non-existent. Those agencies which have like purposes, philosophies, and intake policies could well consider moving for cooperative acquisition and maintenance of land as an established policy.

##### CONDITION 138

The problem of encroachment is as evident on non-profit sites as it is in public parks and playgrounds within the Commonwealth and New England.

##### CONDITION 139

Coupled with the problems of increased leisure, are factors of faster and better transportation, which increases the desirability of land space at a greater distance for recreation. Technology has not only increased the number of family-owned automobiles but more mileage per car is indicated, coupled with better and more elaborate expressway systems, for a greater population mobility.

##### CONDITION 140

There is no documented evidence that United Community Services and the comparable agencies in other New England Metropolitan areas are cooperatively sponsoring and acquiring or maintaining specific floral plains, swamps, hillsides and other non-productive lands to assure the permanency of their natural qualities. Neither are they venturing forth in any cooperative plans to retain open space, outdoor recreation, or outdoor recreation areas for the future.

#### RECOMMENDATION SEVENTY-SIX

Upon the establishment of the recommended *Board of Outdoor Recreation and Open Space Planning*, steps should be taken through committee action to establish an operational regional advisory group of like agencies among the six New England states to conduct planning for open space, outdoor recreation and outdoor education by non-profit agencies in cooperation with public bodies.

Plans should be executed immediately.

#### PRIORITY 3

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##### CONDITION 141

Studies infer that the nationally acceptable standard should be 1.5 resident sites per 10,000 population. In this study, this basic standard is accepted. Standards indicate one acre per user within each given site.

##### CONDITION 142

Based on the National standard, Metropolitan Boston, which contains one-half (approximately) of the Commonwealth's population, will need 421 resident sites to serve the 1976 population of 2,743,000. This figure is all inclusive.

#### RECOMMENDATION SEVENTY-SEVEN

Some 421 sites will be needed to serve Metropolitan Boston. Within the non-profit alignment, 110 are reported in existence now and 57 new sites should be developed, excluding handicapped programs, as reported in individual site appraisals.

Based on a ten-year acquisition and development, funding needed: \$17,100,000.

#### PRIORITY 2

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#### RECOMMENDATION SEVENTY-EIGHT

Development of private, public and commercial operatives should be encouraged.

#### PRIORITY 1



#### CONDITION 143

While efforts to reach minimum acceptable standards are stressed here, there is need for an operational guide to outline where funding can be found for member agencies of United Community Services.

#### RECOMMENDATION SEVENTY-NINE

Through a recommended "Committee on Standards" of the *Board of Outdoor Recreation and Open Space Planning*, draft and publicize a guide to standards for member agencies operating outdoor recreation programs. This guide should be all inclusive and dictate the minimum standards allowable under funding, intake, and operation for operatives concerned. Published in loose leaf, spiral form, editorial changes can be made as the terms and conditions change in the future.

1965-1966: Publishing cost: \$2,500.

#### PRIORITY 1

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#### CONDITION 144

New England has a long history rich in tradition. Its preservation should be encouraged.

#### RECOMMENDATION EIGHTY

The recommended *Board of Outdoor Recreation and Open Space Planning*, through a "Special Committee on Heritage and Cultural Development," should inaugurate with those selected sites which have historical and traditional significance a historical program recreating the lives of earlier developments as functional working representations of those early years. Examples might include a Nobscoot Indian Reservation, sap gathering and maple sugaring, sled dog racing and snow-shoeing, basic farming and weaving, flax growing and soap making and nature crafts. The list is endless, allowing youth (and adults) to actively participate in the era in which the early colonists were fully dependent upon the natural resources of their day. Eliminate those traditional transitory bonds to playground or school yard program *and concentrate on the out-of-doors and its heritage.*

1966-1975: Development: \$5,000,000.

#### PRIORITY 1

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#### CONDITION 145

To provide the opportunities needed in and for recreation in general and outdoor recreation in particular, under the sponsorship of non-profit agencies within the Metropolitan area, this report adheres to five basic elements which form a ten-year overall master plan:

- A. Organization and policy level legislation through the effective use of citizens.
- B. Administrative machinery for executive functions and program development.
- C. Objective concern for the need for better services through greater efficiency.
- D. New developments to meet unmet existing conditions and projected new ones.
- E. An increase in the distribution of services commensurate with economics.

This overall plan calls for capital expenditures in the following categories from 1965 through 1975:

1. Rehabilitation of existing sites: . . . . .	\$ 4,542,442
2. Additional land and water acquisition adjacent to sites: . . . . .	7,395,910
3. Program and services development: . . . . .	1,347,700
4. Training and research: . . . . .	20,465,000
5. New site acquisition and development: . . . . .	29,964,000
TOTAL	\$63,715,052

#### CONDITION 146

The future of informal outdoor education and camping, but more importantly, the broad field of recreation under nonprofit agencies must be given concern to see how these services relate to public or tax bodies. Both bodies — the service agency and the legally endowed tax base agency — share a common goal.

This goal is to educate the general public to the importance of recreation in modern man's life and eliminate the age old thought that recreation experiences should be limited to children or old folk. To achieve this goal each should strive to encourage all people to understand that leisure is a basis of culture. What one does in his leisure determines the life one builds for himself and the type of a culture which will surround all future Americans. Property and land space acquired today for leisure use should remain thus in perpetuity, meeting this need. Additional open space must be acquired now — or never.

#### CONDITION 147

Fortunate are the many who can fill the void of leisure in a forthright way. But less fortunate are the individuals who must, of necessity, turn to agencies and the public to assist them in combating the pathology of boredom and reconstructing their lives through recreation experiences. While the promotion of recreation and, more specifically, recreation in the out of doors, is not a panacea for all the cultural ills and welfare problems, it may help far more than one might ever suspect. Society demands that what one does in his leisure be socially acceptable, and by the same token, society is charged with providing opportunities for liesure. It is incumbent on us to do so for we are society.

#### CONDITION 148

Of grave importance and synonymous to progress is leadership, leadership with competence and imagination to develop recreation programs and manage recreation facilities through and in which all men may seek recreative experiences with dignity.

## APPENDIX A

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## APPENDIX B

*Annotated Laws and Standards As Approved by and for the Commonwealth of Massachusetts; State of New Hampshire; State of Maine, and the American Camping Association.*

- I. Commonwealth of Massachusetts, Department of Public Health, THE SANITARY CODE, ARTICLE IV — Sanitation Standards for Recreational Camps for Children. May 31, 1963 — amended.
- II. American Camping Association, RESIDENT CAMP STANDARDS 1960 — Revised.
- III. Commonwealth of Massachusetts, Department of Public Health, THE SANITARY CODE, ARTICLE VIII — Minimum Standards for Developed Family Type Camp Grounds. May 31, 1963 — filed.
- IV. American Camping Association, FAMILY CAMP STANDARDS, July, 1958 — adopted.
- V. State of New Hampshire, State Department of Health, REGULATIONS GOVERNING THE SANITATION OF JUVENILE RECREATIONAL CAMPS, Concord, New Hampshire, June, 1960.
- VI. State of Maine, RULES AND REGULATIONS OF THE DEPARTMENT OF HEALTH AND WELFARE.

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### FAMILY CAMPS

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## RESIDENT CAMPS

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### BEDDING

#### *Commonwealth of Massachusetts*

#### *American Camping Association*

#### WASHING

Bedding and towels provided shall be washed or dry cleaned prior to *each* issue. (5.1)

Sheets, towels, and pillowcases shall be laundered at least once per week. (5.2)

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### FOOD

#### *Commonwealth of Massachusetts*

#### *American Camping Association*

Refer to ARTICLE X OF SANITARY CODE  
"Food Service Areas and Facilities"

#### MILK

Milk should be pasteurized or certified accordingly. (VI D)

#### REFRIGERATION

Refrigeration equipment should be available for preserving milk and other perishables in a temperature of not more than 50 degrees F., or according to state law. (VI E)

Cooking units should be available (III. I)

#### *State of New Hampshire*

#### *State of Maine*

#### MILK

Only pasteurized milk and cream shall be used. (13)

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### HOUSING

#### *Commonwealth of Massachusetts*

#### *American Camping Association*

#### FOOD PREPARATION

#### BUILDINGS —

##### Screening

All exterior openings must have screens with not less than 16 meshes per inch. (3.2)

Screen doors must have self-closing device. (3.2)

#### ALL BUILDINGS WITH NO CELLARS

##### Floors

Wooden floors must be elevated at least 6 inches from ground. In new buildings, floors must be elevated at least 18 inches from ground. (3.4)

##### Exits

All buildings must have at least 2 exits. (3.5)

##### Window as Exit

One exit may be a window *if* it is more than 28 inches in width and 32 inches in height, and *if* lower edge of opening is less than 7 feet from ground and less than 3 feet from interior floor level. (3.5)

#### CAPACITY

##### Units or Sections

Cabins should not house more than eight campers (age 8 or over); not more than six campers (under 8 years of age). (II. I)

Living units or sections should not house more than 40 campers. (II. J)

##### Camp Area

Camps should have 1 acre of ground per camper. (III F)

# HOUSING — Continued

## State of New Hampshire

## State of Maine

### FOOD PREPARATION

#### BUILDINGS —

##### Screening

All exterior openings must have adequate screening. (4d)

All exterior openings must have wire screens or netting. (13)

##### Sleeping Quarters

Shall be protected against flies and mosquitoes. (4d)

Shall have at least one window capable of being opened, or some artificial means of ventilation which can change the air at least six times per hour. (28a)

##### Construction

No building shall be constructed or situated within 50 feet in a horizontal direction from the water's edge.

Not more than 1 cabin, tent, etc., shall be constructed on each 700 square feet of land. (29)

##### Wooden Floors

Must be at least 18 inches from ground. (33a)

### CAMP AREA

Must be 400 square feet of land per camper. (29)

### KITCHEN SINKS

All kitchens must have a sink connected to an approved sewage disposal system. (33c)

## LAVATORIES AND SHOWERS

### Commonwealth of Massachusetts

### American Camping Association

#### NUMBER OF FACILITIES

At least one lavatory or wash basin is required for every 10 persons. (9.1)

At least one shower is required for every 20 persons. (9.2)

Should be facilities for hot water baths. If shower heads are provided, should be at least one for every 20 campers. (V. O)

#### WASHING

Every shower room floor must be washed *daily* with hot water and detergent. (9.3)

#### DUCKBOARDS

Use of duckboards is prohibited in showers. (9.4)

## MEDICAL AND NURSING CARE

### Commonwealth of Massachusetts

### American Camping Association

#### PHYSICIAN

Physician must be on call at all times with agreement in *writing*. (15.1)

Physician shall be on call at all times. (V. H1)

#### STAFF

Professional nurse or person especially trained in first aid must be in residence *at all times*. LPN with no special training in first aid shall *not* qualify. (15.1)

Registered nurse or physician should be in residence and a member of the camp staff. (V H)

#### ABSENCE OF PHYSICIAN

*Written* standing orders shall be left in camp by physician. (15.1)

#### EQUIPMENT

First-aid kit and stretcher required. (15.1)

#### TELEPHONE

A telephone is required in camp. (15.1)

Camp should have ready access to a telephone. (VN)

#### ISOLATION

Space must be supplied separated from other living and sleeping quarters for isolation. This space must not be utilized for any other purpose. (15.1)

There should be isolation quarters available. (V L)

#### RESIDENT CAMPS WITH OVER 75 PERSONS, OR FOR THE HANDICAPPED

At least one of the following must be employed *full time*: (15.2)

(a) Professional Nurse

(b) Medical student who has completed two years of medical school.

(c) Physician



## MEDICAL AND NURSING CARE — Continued

### *Commonwealth of Massachusetts*

### *American Camping Association*

COMMUNICABLE DISEASES	All cases of communicable diseases must be reported immediately to the Board of Health. (16.1)
FOOD POISONING	All cases of food poisoning must be reported immediately to the Board of Health. (17.1)

### *State of New Hampshire*

### *State of Maine*

PHYSICIAN	Definite arrangements with a licensed physician to be on call at all times shall be made. (14a)
STAFF	Someone trained in first aid shall be in camp at all times. (14b)
ABSENCE OF PHYSICIAN	Standing orders shall be left in camp. (14c)
EQUIPMENT	Equipped first-aid cabinet and stretcher required. (14e)
TELEPHONE	Telephone in camp or 10 minutes away required. (14d)
ISOLATION	Shall be definite arrangements for isolation. (14f)
RESIDENT CAMPS WITH OVER 75 PERSONS OR FOR THE HANDICAPPED	At least one of the following shall be employed: (14.2) (a) Registered nurse (b) Graduate nurse (c) Licensed practical nurse with at least one year resident training at approved school. (d) Medical student who has completed two years of medical school. (e) Licensed physician
COMMUNICABLE DISEASES	All cases of communicable diseases must be reported immediately to the State Department of Health and local Health Officer. (15)
FOOD POISONING	All cases must be reported immediately to the State Department of Health.

## PERSONNEL

### *Commonwealth of Massachusetts*

### *American Camping Association*

RATIO	There should be a ratio of at least one adult full counselor to every 8 children, age 8 and over; one counselor to every 6 of those under 8 years; one adult staff member to every 20 adult campers. (I A)
STAFF REQUIREMENTS	At least 19 years of age. (I B) Two years of college or equivalent in camping experience.
DIRECTOR	At least two years experience in a camp. (I C) Graduation from college, or equivalent background. (I C) At least 25 years of age. (I C)
JOB DESCRIPTION	Camp should have <i>written</i> job descriptions for all positions. (I D)
TRAINING	There should be a minimum of three days pre-in-camp training for all staff. (I F)

# PERSONNEL — Continued

## Commonwealth of Massachusetts

## American Camping Association

### STAFF POLICIES

Camp should have *written* personnel policies. (I G)

All who receive salary should have written contract or letter. (I H)

Staff members should have two free hours every day, and twelve consecutive free hours per week. (I K)

## PHYSICAL EXAMINATIONS

### Commonwealth of Massachusetts

### American Camping Association

#### TIME

All campers and staff must have a physical examination, submit medical history and record of immunization, within two months of going to camp. (8.1)

Physical examination and medical history required within one month of going to camp. (V A)

Physical examination for all required upon arrival at camp. (V B)

### State of New Hampshire

### State of Maine

#### TIME

All patrons shall have a medical examination prior to admission to camp. (17)

## RECORDS

### Commonwealth of Massachusetts

### American Camping Association

#### WRITTEN RECORDS

The following records should be present on camp site. (IV B)

1. Budget, financial statements, food record, inventories.
2. Written consent of parents for each child.
3. Registration card for each camper.
4. Record of Health Examination.
5. Records of medical treatment
6. Written accident reports.
7. Statement of Insurance Coverage.

## REFUSE STORAGE AND DISPOSAL

### Commonwealth of Massachusetts

### American Camping Association

#### STORAGE

Garbage shall be stored in watertight receptacles of metal or other durable material with tight-fitting cover. (11.2)

Garbage and rubbish cans shall be covered, watertight, flyproof, and cleaned every two days. (VI K)

Rubbish shall be stored in receptacles of metal or other durable material. (11.2)

#### DISPOSAL

Rubbish and garbage shall be disposed of no less often than every two days. (11.3)

#### IN-CAMP DISPOSAL

Disposal may be by burial beneath at least two feet of cover at a location not less than 100 feet from every kitchen or water supply. (11.3)

Garbage and rubbish should be either completely incinerated or buried under two feet of well-tamped dirt *daily*. (VI K)

### State of New Hampshire

### State of Maine

#### STORAGE

Garbage shall be deposited in covered, metal receptacles. (9)

Garbage containers must be watertight and of a non-absorbent material, and have close-fitting covers. (10)

#### NUMBER OF CONTAINERS

Shall be one container for every cabin, tent or trailer. (31)

#### DISPOSAL

Must be emptied and cleaned at least once per day. (31)



## SAFETY AND FIRE PREVENTION

	<i>Commonwealth of Massachusetts</i>	<i>American Camping Association</i>
EXPLOSIVE STORAGE	<p>All <i>portable</i> containers for gasoline and all explosives must be plainly marked and stored in a locked, unoccupied building at safe distance from other buildings. (14.3)</p> <p>All <i>non-portable</i> containers of same, if not kept in a locked building, shall be plainly marked and provided with locks or spigots and other outlets. (14.3)</p>	Containers for gasoline and other explosives must be plainly marked and stored in a locked, unoccupied building at safe distance from other buildings. (VII G1)
COVERS	Covers shall be of a type removable only with tools or shall be provided with locks. (14.3)	
MEDICINES, INSECTICIDES, HAZARDOUS CHEMICALS	Shall be plainly marked and stored in a locked closet away from food storage areas. (14.4)	
FIRE ESCAPES		Fire escapes must be installed for all floors above ground floor. (III B)

## SLEEPING FACILITIES

	<i>Commonwealth of Massachusetts</i>	<i>American Camping Association</i>
SINGLE BEDS	<p>Each person shall have a separate bed or cot. (4.1)</p> <p>Beds shall be at least 3 feet apart. (4.1)</p>	Beds should be placed so that campers' heads are 6 feet apart. (III B)
DOUBLE-DECKERS — AREA	<p>Double-decker beds shall be at least 4½ feet apart. (4.1)</p> <p>At least 40 square feet of floor space must be provided for each person. (4.2)</p>	At least 40 square feet of floor space must be provided for each person. (III B)
FOOD AREA	Sleeping in kitchen or rooms used for food preparation, storage, or service is not allowed. (4.3)	
	<i>State of New Hampshire</i>	<i>State of Maine</i>
SINGLE BEDS — AREA	Shall be 40 square feet of space per single bunk. (4b)	Shall be 400 cubic feet of air space per adult or child over 10 years, in all sleeping rooms. (27)
DOUBLE-DECKERS — AREA	<p>Shall be 60 square feet of space per double-decker bunk. (4b)</p> <p>Shall be at least 6 feet between heads of sleepers. (4b)</p>	<p>Shall be 250 cubic feet of air space for those between 5–10 years of age. (27)</p> <p>Shall be 200 cubic feet of air space per person under 5 years of age. (27)</p>

## TOILET FACILITIES

	<i>Commonwealth of Massachusetts</i>	<i>American Camping Association</i>
NUMBER OF FACILITIES	<p>At least two water closets or privy seats for each sex. (8.1)</p> <p>Where number of campers of one sex is in excess of 20, one additional water closet or privy seat for each additional 10 campers or fraction thereof is required. (8.1)</p>	One toilet or privy seat for every 10 occupants. (VI I)
MALES ONLY CAMPS	One urinal or two lineal feet of urinal trough may be substituted for up to ⅓ of the number of water closets or privy seats required. (8.1)	One toilet or privy seat for every 15 occupants; one urinal for every 30 occupants (VI I)
LOCATION	Toilets should not be more than 200 feet from sleeping rooms of those expected to use them. (8.2)	
SCREENING	All exterior openings must have screens containing not less than 16 meshes per inch. (8.2)	

## TOILET FACILITIES — Continued

	<i>State of New Hampshire</i>	<i>State of Maine</i>
NUMBER OF FACILITIES	At least one toilet for every ten campers. (8a)	One toilet for every fifteen of each sex. (30)
PRIVY SEATS	Construction shall involve a pit at least two feet deep, with a shelter. (8b)  Pit shall never be filled to less than one foot below ground. (8b)	
LIDS	Self-closing lids shall be on every privy seat. (8b)	
LOCATION	No privy shall be within 100 feet of any place where food is prepared or served, or within 75 feet of any body of water. (8e)	Shall not be more than 400 feet from camp. (30)

## TRANSPORTATION

	<i>Commonwealth of Massachusetts</i>	<i>American Camping Association</i>
AVAILABILITY		Transportation should be available at all times in case of emergency. (V M)
DRIVER		Each driver of camp vehicles should be at least 21 years old and have at least one year's experience as a driver. (VIII B4)
INSURANCE		Camp operating its own transportation unit should carry liability insurance of \$100,000 per any one person, \$500,000 for two or more persons, or that amount which is legal. (VIII C)
RATIO		Ratio of one adult to eight campers should be maintained in vehicles. (VIII F)

## WATER SUPPLY

	<i>Commonwealth of Massachusetts</i>	<i>American Camping Association</i>
DRINKING WATER	Analyses of drinking water must be made at least once annually by the Board of Health. (7.4)  Use of any common drinking utensil is not permitted. (7.5)	Water supply should be tested regularly during camp session. (VI B)
APPROVAL OF WATER SUPPLY		If camp does not operate under a permit which includes approval of water supply, special <i>written</i> approval of water supply should be obtained <i>each</i> year. (VI B)
	<i>State of New Hampshire</i>	<i>State of Maine</i>
DRINKING WATER	At least one analysis of drinking water shall have been made by the Department. (6d)  Use of any common drinking utensil is prohibited. (6f)	Water must be analyzed at least once annually. (20)  Use of common drinking utensil is prohibited. (22)
HOT WATER	Where running water is available, camp shall be supplied with an ample supply of hot running water.	



## WATERFRONT SAFETY

### *Commonwealth of Massachusetts*

### *American Camping Association*

Refer to ARTICLE VI OF SANITARY CODE  
"Swimming Pools and Bathing Areas"

#### INSTRUCTOR

Waterfront instructor should be at least 21 years old and hold American Red Cross Water Safety Instructor certificate or equivalent. (VII A)

#### STAFF

Shall be a minimum of 1 person with Senior Life Saving Certificate (or equivalent) per ten swimmers. (VII A)

#### SWIMMING POOLS

Pools should be fenced in and entrance gates locked except when swimming director is on duty. (VII B)

### *State of New Hampshire*

### *State of Maine*

#### SUPERVISION

No bathing areas shall be permitted unless under the supervision of a person trained in life saving procedure. (7c)

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## FAMILY CAMPS

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### FOOD

#### *Commonwealth of Massachusetts*

#### *American Camping Association*

#### REFRIGERATION

Refrigeration and cooking units should be available. (III I)

Refrigeration equipment should be available for preserving milk and other perishables in a temperature of not more than 50 degrees F. or according to state law. (VI E)

#### MILK

Milk should be pasteurized or certified accordingly. (VI D)

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### HEALTH

#### *Commonwealth of Massachusetts*

#### *American Camping Association*

#### PHYSICAL EXAMINATION

All should have physical examinations upon arrival at camp. (V A)

#### STAFF

A registered nurse or physician must be on the resident camp staff. (V E)

#### PHYSICIAN

Physician should be on call if one is not in residence. (V F)

#### OUT-OF-CAMP ACTIVITIES

A trained first-aid person must accompany groups away from camp. (V H)

#### TELEPHONE

Camp should have ready access to a telephone. (V L)

## INDIVIDUAL CAMP SITES AND TENT AREAS

### *Commonwealth of Massachusetts*

### *American Camping Association*

AREA	Camp sites, exclusive of parking space, must be at least 1600 square feet with a minimum width of 25 feet. (5.1)
PLANTS	Within 50 feet of camp sites, toilet, bathing and recreational areas, all poisonous plants must be eradicated. (5.2)

There should be one acre of ground for every camper. (III F)

### *State of New Hampshire*

### *State of Maine*

#### FOOD PREPARATION BUILDINGS —

Screening

All exterior openings must have wire screens or netting. (13)

Sleeping Quarters

Shall have at least one window capable of being opened, or some artificial means of ventilation which can change the air at least six times per hour. (28a)

#### CONSTRUCTION

Wooden floors

Not more than 1 cabin, tent, or trailer shall be constructed on each 700 square feet of land. (29)

Must be at least 18 inches from ground. (33a)

#### CAMP AREA

Must be 400 square feet of land per person. (29)

#### KITCHEN SINKS

All kitchens must have a sink connected to an approved sewage disposal system. (33c)

#### SLEEPING AREAS

Shall be 400 cubic feet of air space per adult or child over 10 years. (27)

Shall be 250 cubic feet of air space for those between 5-10 years of age. (27)

Shall be 200 cubic feet of air space per person under 5 years of age. (27)

## LAVATORIES AND SHOWERS

### *Commonwealth of Massachusetts*

### *American Camping Association*

NUMBER OF FACILITIES	At least one lavatory or wash basin is required for every 20 sites. (8.1)
SANITATION	Every shower-room floor must be washed <i>daily</i> with hot water and washing agent. (8.2)
BATHING	
DUCKBOARDS	Use of duckboards is prohibited in showers. (8.2)
VENTILATION	Ventilation of each shower room and bathroom to the outdoors is required. (8.3)

Hot water and facility for bathing children should be provided. (III H)

Camp should have facility for hot water baths. If shower heads are provided, there should be at least one for each 20 campers. (V M)

## PERSONNEL

### *Commonwealth of Massachusetts*

### *American Camping Association*

RATIO

There should be a ratio of at least one adult program staff member to every 20 adult campers. (I A)

CHILDREN'S  
ACTIVITIES

If children have activities separate from parents, there should be one adult to every 8 children, age 8 and over; one adult to every 6 children of younger age. (I A)



## PERSONNEL — Continued

### *Commonwealth of Massachusetts*

### *American Camping Association*

#### STAFF REQUIREMENTS

At least 19 years of age. (I B)

#### DIRECTOR

At least two years experience in a camp. (I C)

Graduation from college or equivalent background. (I C)

At least 25 years of age. (I C)

#### JOB DESCRIPTION

Camp should have *written* job descriptions for all positions (I D)

#### TRAINING

There should be a minimum of three days pre-camp training for all staff. (I F)

#### STAFF POLICIES

Camp should have *written* personnel policies.

All who receive salary should have written contract or letter. (I H)

Staff members should have two free hours every day, and 12 consecutive free hours per week. (I K)

## RECORDS

### *Commonwealth of Massachusetts*

### *American Camping Association*

#### WRITTEN RECORDS

The camp should have available the following records: (IV B)

1. Budget, financial statement, food records, inventories.
2. Completed registration forms.
3. Medical histories for all.
4. Records of medical treatment.
5. Written accident reports.
6. Statements of insurance coverage.

## REFUSE STORAGE AND DISPOSAL

### *Commonwealth of Massachusetts*

### *American Camping Association*

#### STORAGE

Garbage shall be stored in a watertight receptacle of metal or other durable material with tight-fitting cover. (10.2)

Garbage and rubbish cans shall be covered, watertight, and cleaned every two days. (VI I)

Rubbish shall be stored in receptacles of metal or other durable material. (10.2)

#### DISPOSAL

Garbage should be disposed of at least every two days. (10.1)

Rubbish should be disposed of at least weekly. (10.1)

#### IN-CAMP DISPOSAL

Disposal may be by burial beneath at least two feet of cover at a location not less than 100 feet from any source of water supply or bathing beach. (10.3)

Garbage and rubbish should be either completely incinerated, or buried under 6 inches of well tamped dirt. (VI I)

### *State of New Hampshire*

### *State of Maine*

#### STORAGE

Garbage containers must be watertight and/or a non-absorbent material, and have close-fitting covers. (10)

#### NUMBER OF CONTAINERS

Shall be one container for every cabin, tent, or trailer. (31)

#### DISPOSAL

Must be emptied and cleaned at least once per day. (31)

## SAFETY AND FIRE PREVENTION

### *Commonwealth of Massachusetts*

### *American Camping Association*

FIREPLACES	An area of 6 feet in every direction from fire-place must be clear of debris and growth. (12.1)	
INSPECTION		Inspection of fireplaces and chimneys should be made annually, prior to the opening of camp. (VII H)
EXPLOSIVES — Storage		Containers for gasoline and other explosives must be plainly marked and stored in a locked, unoccupied building at safe distance from other buildings. (VII H)

## TOILET FACILITIES

### *Commonwealth of Massachusetts*

### *American Camping Association*

NUMBER OF FACILITIES	At least two water closets or privy seats for each sex. (7.1)  Where the number of camp sites is in excess of 20, one additional water closet or privy seat for each sex shall be provided for each additional 20 camp sites or fraction thereof. (7.1)	One toilet or privy seat for every 10 occupants. (VI I)
MALES ONLY CAMPS	One urinal or 2 lineal feet of urinal trough may be substituted for up to one-third of the number of water closets or privy seats required for males. (7.1)	One toilet or privy seat for every 15 occupants; one urinal for every 30 occupants. (VI I)
LOCATION	Toilets should be not more than 500 feet from the camp sites of those expected to use them. (7.2)	
SCREENING	All exterior openings must have screens containing not less than 16 meshes per inch. (7.2)	
SUBSTITUTION	A self-closing solid door shall satisfy the previous screening requirement. (7.2)	

### *State of New Hampshire*

### *State of Maine*

NUMBER OF FACILITIES	One toilet for every fifteen of each sex. (30)
LOCATION	Shall not be more than 400 feet from camp. (30)

## TRANSPORTATION

### *Commonwealth of Massachusetts*

### *American Camping Association*

AVAILABILITY	Transportation should be available at all times. (V K)
DRIVER	Each driver of camp vehicles should be at least 20 years old and have at least one year's experience as a driver. (VIII B4)
INSURANCE	Camp operating its own transportation unit should carry liability insurance as follows: (VIII C) <ol style="list-style-type: none"> <li>1. For a unit carrying not more than 18 campers, a minimum of \$50,000 for injury to any one person, \$100,000 in any one accident.</li> <li>2. For a unit carrying more than 18 campers, a minimum of \$50,000 for injury to any one person, \$300,000 in any one accident.</li> </ol>
RATIO	Ratio of one adult to eight campers should be maintained in vehicles. (VIII F)



## WATER SUPPLY

### *Commonwealth of Massachusetts*

### *American Camping Association*

#### DRINKING WATER

Analyses of drinking water must be made at least once annually by the Board of Health. (6.4)

Use of any common drinking utensil is not permitted. (6.5)

#### APPROVAL OF WATER SUPPLY

If camp does not operate under a permit which includes approval of water supply, special *written* approval should be obtained each year. (VI B)

### *State of New Hampshire*

#### DRINKING WATER

#### DISPOSAL OF WASTES

If no sewage system  
is available.

### *State of Maine*

Water must be analyzed at least once annually. (20)

Use of common drinking utensil is prohibited. (22)

Slop sink shall be at no greater distance than 400 feet from any trailer camp site, (34a)

—or—

Privy pit with covered slop chute should be located at no greater distance than 400 feet from trailer camp site. (34b)

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## WATERFRONT SAFETY

### *Commonwealth of Massachusetts*

### *American Camping Association*

#### INSTRUCTOR

Should be at least 20 years of age and should have a current Water Safety Instructor's certificate from the American Red Cross or equivalent. (VII A)

#### SWIMMING POOLS

Pools should be fenced in and entrance locked except when swimming director is on duty. (VII B)

## APPENDIX C

### TOWN OF ACTON

**SURROUNDING AREAS:** Carlisle, Concord, Westford, Littleton, Sudbury, Maynard, Stow, Boxborough.

**LAND AREA:** 20.06 square miles.

**POPULATION:** 1960 — 7,238  
1970 — 11,500

#### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	16.3
5-13.....	21.3
14-19.....	6.7
14 and over.....	62.3
21 and over.....	55.1
65 and over.....	6.3

**EDUCATION** (Persons 25 years and over—1960). Median  
Number of Years Completed.....12.7

**MEDIAN INCOME — 1960:** \$8,264

#### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.5
Negro.....	.3
Other.....	.2

**LAND DENSITY, 1960** (persons per square mile): 361

**SHIFTS FROM 1950-1960:** Population increased by 106.2%.  
There was an excess of births over deaths of 937. During  
this period there was a net in-migration of 2,791 persons.

#### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	23.4
Managers, Officers and Proprietors.....	13.2
Clerical, etc.....	11.7
Sales.....	9.0
Craftsmen, Foremen, etc.....	14.5
Operatives.....	13.0
Private Household Workers.....	1.4
Service Workers.....	6.5
Laborers.....	2.4
Not Reported.....	4.8

**PLANNING BOARD ESTABLISHED:** No, it is in process.

### TOWN OF ARLINGTON

**SURROUNDING AREAS:** Winchester, Medford, Somerville, Cambridge, Belmont, and Lexington.

**LAND AREA:** 5.18 square miles.

**POPULATION:** 1960 — 49,953  
1970 — 54,000

#### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	10.1
5-13.....	15.4
14-19.....	7.7
14 and over.....	74.6
21 and over.....	65.9
65 and over.....	11.7

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.3

**MEDIAN INCOME — 1960:** \$7,538

#### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.7
Negro.....	.1
Other.....	.2

**LAND DENSITY, 1960** (persons per square mile): 9,643

**SHIFTS FROM 1950-1960:** Population increased by 12.6%.  
There was an excess of births over deaths of 5,142. During  
this period there was a net in-migration of 458 persons.

#### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	17.7
Managers, Officers and Proprietors.....	10.5
Clerical, etc.....	24.1
Sales.....	8.3
Craftsmen, Foremen, etc.....	13.3
Operatives.....	11.5
Private Household Workers.....	1.0
Service Workers.....	7.5
Laborers.....	2.5
Not Reported.....	3.7

**PLANNING BOARD ESTABLISHED:** 1924. Town presently preparing a Master Plan.



## TOWN OF BEDFORD

**SURROUNDING AREAS:** Billerica, Burlington, Lexington, Lincoln, Concord, Carlisle.

**POPULATION:** 1960 — 10,969  
1970 — 18,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	14.7
5-13.....	15.7
14-19.....	5.8
14 and over.....	69.6
21 and over.....	62.7
65 and over.....	7.9

**MEDIAN INCOME — 1960:** \$7,893

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	98.3
Negro.....	1.4
Other.....	.3

**SHIFTS FROM 1950-1960:** Population increased by 109.6%.  
There was an excess of births over deaths of 1,999. During this period there was a net in-migration of 3,636 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	26.7
Managers, Officers and Proprietors.....	11.1
Clerical, etc.....	15.1
Sales.....	7.2
Craftsmen, Foremen, etc.....	15.7
Operatives.....	9.7
Private Household Workers.....	1.6
Service Workers.....	6.7
Laborers.....	2.8
Not reported.....	3.3

**PLANNING BOARD ESTABLISHED:** 1922. Town has completed a Master Plan.

## TOWN OF BELMONT

**SURROUNDING AREAS:** Arlington, Cambridge Watertown, Waltham and Lexington.

**LAND AREA:** 4.6 square miles.

**POPULATION:** 1960 — 28,715  
1970 — 30,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	8.1
5-13.....	14.2
14-19.....	6.5
14 and over.....	77.6
21 and over.....	68.8
65 and over.....	13.1

**EDUCATION (Persons 25 years and over — 1960)** Median  
Number of Years Completed.....12.6

**MEDIAN INCOME — 1960:** \$8,372

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.7
Negro.....	.1
Other.....	.2

**LAND DENSITY, 1960** (persons per square mile): 6,242

**SHIFTS FROM 1950-1960:** Population increased by 4.9%.  
There was an excess of births over deaths of 1,852. During this period, there was a net out-migration of 518 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	23.4
Managers, Officers and Proprietors.....	12.6
Clerical, etc.....	19.0
Sales.....	10.2
Craftsmen, Foremen, etc.....	9.6
Operatives.....	9.2
Private Household Workers.....	1.7
Service Workers.....	6.9
Laborers.....	2.0
Not Reported.....	5.4

**PLANNING BOARD ESTABLISHED:** 1925

## CITY OF BOSTON

**SURROUNDING AREAS:** Cambridge\*, Somerville\*, Everett, Chelsea, Watertown, Revere, Brookline\*, Newton, Needham, Dedham, Canton, Milton, Quincy, North End, South End, West End, East Boston, South Boston, Brighton, Charlestown, Dorchester, Hyde Park, Jamaica Plain, Mattapan, Roslindale, Roxbury, West Roxbury.

\*Not included in Boston Population. (See below.)

**LAND AREA:** 43.18 square miles.

### POPULATION:

Boston.....	1960 — 697,197	1970 — 630,000
*Brookline.....	1960 — 54,044	1970 — 51,000
*Cambridge.....	1960 — 107,716	1970 — 98,000
*Somerville.....	1960 — 94,697	1970 — 88,000

**LAND DENSITY, 1960:** (persons per square mile): 16,146

**SHIFTS FROM 1950-1960:** The population of Boston decreased by 13.0%. There was an excess of births over deaths of 69,503. During this same period, there was a net out-migration of 173,750 persons.

# CITY OF BOSTON — Continued

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.5
5-13.....	13.9
14-19.....	8.7
14 and over.....	76.6
21 and over.....	66.3
65 and over.....	12.3

EDUCATION (Persons 25 years and over — 1960) Median  
Number of Years Completed.....11.2

MEDIAN INCOME — 1960: \$5,747

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	90.1
Negro.....	9.1
Other.....	.8

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	11.6
Managers, Officers and Proprietors.....	5.4
Clerical, etc.....	20.5
Sales.....	6.4
Craftsmen, Foremen, etc.....	11.2
Operatives.....	18.1
Private Household Workers.....	1.2
Service Workers.....	12.0
Laborers.....	4.2
Not Reported.....	9.4

PLANNING BOARD ESTABLISHED: 1914. In 1960,  
Planning Board duties and powers transferred to the Boston  
Redevelopment Authority.

# TOWN OF BRAINTREE

SURROUNDING AREAS: Randolph, Quincy, Weymouth, Holbrook.

LAND AREA: 13.70 square miles.

POPULATION: 1960 — 31,069  
1970 — 38,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	11.5
5-13.....	19.8
14-19.....	9.1
14 and over.....	68.7
21 and over.....	58.8
65 and over.....	8.5

EDUCATION (Persons 25 years and over — 1960) Median  
Number of Years Completed.....12.3

MEDIAN INCOME — 1960: \$7,474

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.8
Negro.....	.1
Other.....	.1

LAND DENSITY, 1960 (persons per square mile): 2,268

SHIFTS FROM 1950-1960: Population increased by 34.1%.  
There was an excess of births over deaths of 3,575. During  
this period, there was a net in-migration of 4,333 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	15.3
Managers, Officers and Proprietors.....	9.1
Clerical, etc.....	17.8
Sales.....	10.0
Craftsmen, Foremen, etc.....	18.4
Operatives.....	15.3
Private Household Workers.....	.6
Service Workers.....	6.8
Laborers.....	3.3
Not Reported.....	3.4

PLANNING BOARD ESTABLISHED: 1921. Town is  
presently preparing a Master Plan.

# TOWN OF BURLINGTON

SURROUNDING AREAS: Bedford, Billerica, Wilmington, Woburn, Lexington.

LAND AREA: 11.84 square miles.

POPULATION: 1960 — 12,852  
1970 — 22,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	20.0
5-13.....	20.8
14-19.....	6.1
14 and over.....	59.2
21 and over.....	52.5
65 and over.....	3.2

MEDIAN INCOME — 1960: \$7,446

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.4
Negro.....	.3
Other.....	.3

LAND DENSITY, 1960 (persons per square mile): 1,085

SHIFTS FROM 1950-1960: Population increased by 295.4%.  
There was an excess of births over deaths of 1,763. During  
this period there was a net in-migration of 7,839 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	17.7
Managers, Officers and Proprietors.....	8.4
Clerical, etc.....	13.8
Sales.....	7.5
Craftsmen, Foremen, etc.....	20.5
Operatives.....	16.0
Private Household Workers.....	.7
Service Workers.....	7.5
Laborers.....	3.4
Not Reported.....	4.5

PLANNING BOARD ESTABLISHED: 1940



## TOWN OF CANTON

**SURROUNDING AREAS:** Sharon, Stoughton, Randolph, Milton, Dedham, Norwood, Boston.

**LAND AREA:** 19.01 square miles.

**POPULATION:** 1960 — 12,771  
1970 — 18,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	13.6
5-13.....	20.7
14-19.....	7.8
14 and over.....	65.6
21 and over.....	56.9
65 and over.....	7.2

**MEDIAN INCOME — 1960:** \$7,241

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.9
Negro.....	.1
Other.....	—

**LAND DENSITY, 1960** (persons per square mile): 672

**SHIFTS FROM 1950-1960:** Population increased by 71.1%.  
There was an excess of births over deaths of 1,561. During this period there was a net in-migration of 3,745 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	17.3
Managers, Officers and Proprietors.....	10.2
Clerical, etc.....	18.3
Sales.....	9.3
Craftsmen, Foremen, etc.....	13.6
Operatives.....	14.6
Private Household Workers.....	1.2
Service Workers.....	7.2
Laborers.....	3.4
Not Reported.....	5.0

**PLANNING BOARD ESTABLISHED:** 1927. Town has adopted a Master Plan.

## CITY OF CHELSEA

**SURROUNDING AREAS:** Revere, Everett, Boston.

**LAND AREA:** 1.86 square miles.

**POPULATION:** 1960 — 33,749  
1970 — 28,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.5
5-13.....	15.2
14-19.....	8.7
14 and over.....	75.3
21 and over.....	65.2
65 and over.....	12.0

**EDUCATION** (Persons 25 years and over — 1960) **Median**  
Number of Years Completed..... 9.8

**MEDIAN INCOME — 1960:** \$5,298

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	98.8
Negro.....	1.0
Other.....	.2

**LAND DENSITY, 1960** (persons per square mile): 18,145

**SHIFTS FROM 1950-1960:** Population decreased by 13.3%.  
There was an excess of births over deaths of 3,111. During this period there was a net out-migration of 8,274.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	8.2
Managers, Officers and Proprietors.....	5.2
Clerical, etc.....	16.4
Sales.....	9.1
Craftsmen, Foremen, etc.....	13.7
Operatives.....	25.9
Private Household Workers.....	.4
Service Workers.....	8.7
Laborers.....	4.3
Not Reported.....	8.1

**PLANNING BOARD ESTABLISHED:** 1928. City has a Master Plan.

## TOWN OF COHASSET

**SURROUNDING AREAS:** Hingham, Hull, Scituate.

**LAND AREA:** 9.86 square miles.

**POPULATION:** 1960 — 5,840

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	11.1
5-13.....	19.2
14-19.....	8.0
14 and over.....	69.7
21 and over.....	61.0
65 and over.....	10.3

**LAND DENSITY, 1960** (persons per square mile): 592

**SHIFTS FROM 1950-1960:** Population increased by 56.5%.  
There was an excess of births over deaths of 497. During this period there was a net in-migration of 1,612 persons.

**EDUCATION** (Persons 25 years and over — 1960) **Median**  
Number of Years Completed..... 12.8

**MEDIAN INCOME — 1960:** \$7,911

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.6
Negro.....	.3
Other.....	.1

# TOWN OF COHASSET — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	22.6
Managers, Officers and Proprietors . . . . .	19.3
Clerical, etc. . . . .	10.9
Sales . . . . .	10.5
Craftsmen, Foremen, etc. . . . .	8.9
Operatives . . . . .	5.5
Private Household Workers . . . . .	4.4

<i>Group</i>	<i>Percent</i>
Service Workers . . . . .	6.7
Laborers . . . . .	4.2
Not Reported . . . . .	6.8

PLANNING BOARD ESTABLISHED: 1938. Town has completed a Master Plan.

## TOWN OF DEDHAM

SURROUNDING AREAS: Needham, Newton, Boston, Milton, Canton, Westwood, Dover.

LAND AREA: 10.50 square miles.

POPULATION: 1960 — 23,869  
1970 — 26,000

AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	12.0
5-13 . . . . .	18.3
14-19 . . . . .	8.4
14 and over . . . . .	69.7
21 and over . . . . .	60.4
65 and over . . . . .	9.1

EDUCATION (persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .12.2

MEDIAN INCOME — 1960: \$7,216

RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.9
Negro . . . . .	.1
Other . . . . .	—

LAND DENSITY, 1960 (persons per square mile): 2,273.

SHIFTS FROM 1950-1960: Population increased by 29.1%.  
There was an excess of births over deaths of 2,642. During  
this period, there was a net in-migration of 2,740 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	14.6
Managers, Officers and Proprietors . . . . .	8.2
Clerical, etc. . . . .	21.6
Sales . . . . .	7.6
Craftsmen, Foremen, etc. . . . .	16.6
Operatives . . . . .	14.8
Private Household Workers . . . . .	1.9
Service Workers . . . . .	7.9
Laborers . . . . .	3.0
Not Reported . . . . .	3.8

PLANNING BOARD ESTABLISHED: 1918. Town has  
a master plan, and is in the process of preparing a Master  
Plan.

## TOWN OF DOVER

SURROUNDING AREAS: Medfield, Walpole, Sherborn, Natick, Wellesley, Needham, Westwood.

LAND AREA: 15.16 square miles.

POPULATION: 1960 — 2,846  
1970 — 4,200

AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	10.6
5-13 . . . . .	16.5
14-19 . . . . .	9.0
14 and over . . . . .	72.9
21 and over . . . . .	63.5
65 and over . . . . .	7.1

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .14.1

MEDIAN INCOME — 1960: \$12,256

RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.6
Negro . . . . .	.4
Other . . . . .	—

LAND DENSITY, 1960 (persons per square mile): 188

SHIFTS FROM 1950-1960: Population increased by 65.3%.  
There was an excess of births over deaths of 268. During  
this period there was a net in-migration of 856 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	23.8
Managers, Officers and Proprietors . . . . .	23.0
Clerical, etc. . . . .	10.3
Sales . . . . .	11.7
Craftsmen, Foremen, etc. . . . .	8.4
Operatives . . . . .	2.7
Private Household Workers . . . . .	8.3
Service Workers . . . . .	2.9
Laborers . . . . .	2.1
Not Reported . . . . .	6.9

PLANNING BOARD ESTABLISHED: 1933. Town has  
completed a Master Plan.



## CITY OF EVERETT

**SURROUNDING AREAS:** Malden, Revere, Chelsea, Medford, Somerville.

**LAND AREA:** 3.36 square miles.

**POPULATION:** 1960 — 43,544  
1970 — 41,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	10.3
5-13.....	15.6
14-19.....	8.1
14 and over.....	74.2
21 and over.....	64.9
65 and over.....	10.6

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....10.5

**MEDIAN INCOME — 1960:** \$5,983

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	98.4
Negro.....	1.5
Other.....	.1

**LAND DENSITY, 1960** (persons per square mile): 12,960

**SHIFTS FROM 1950-1960:** Population decreased by 5.3%.  
There was an excess of births over deaths of 5,972. During  
this period there was a net out-migration of 8,410 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	8.1
Managers, Officers and Proprietors.....	4.8
Clerical, etc.....	21.8
Sales.....	7.2
Craftsmen, Foremen, etc.....	17.2
Operatives.....	23.2
Private Household Workers.....	.5
Service Workers.....	8.7
Laborers.....	5.1
Not Reported.....	3.4

**PLANNING BOARD ESTABLISHED:** 1914.

## TOWN OF FRAMINGHAM

**SURROUNDING AREAS:** Southborough, Marlboro, Sherborn, Ashland, Natick, Wayland, Sudbury.

**LAND AREA:** 25.65 square miles.

**POPULATION:** 1960 — 44,526  
1970 — 62,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	14.1
5-13.....	18.4
14-19.....	6.8
14 and over.....	67.5
21 and over.....	59.7
65 and over.....	8.8

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.4

**MEDIAN INCOME — 1960:** \$7,495

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.4
Negro.....	.5
Other.....	.1

**LAND DENSITY, 1960** (persons per square mile): 1,736

**SHIFTS FROM 1950-1960:** Population increased by 58.5%.  
There was an excess of births over deaths of 6,010. During  
this period there was a net in-migration of 10,430 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	17.1
Managers, Officers and Proprietors.....	10.6
Clerical, etc.....	14.3
Sales.....	11.1
Craftsmen, Foremen, etc.....	12.9
Operatives.....	14.7
Private Household Workers.....	1.2
Service Workers.....	8.1
Laborers.....	3.1
Not Reported.....	6.8

**PLANNING BOARD ESTABLISHED:** 1914. Town has  
undertaken a Master Plan.

## TOWN OF HINGHAM

**SURROUNDING AREAS:** Hull, Cohasset, Scituate, Norwell, Rockland, Weymouth.

**LAND AREA:** 22.46 square miles.

**POPULATION:** 1960 — 15,378  
1970 — 20,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	11.9
5-13.....	20.7
14-19.....	9.1
14 and over.....	67.4
21 and over.....	57.7
65 and over.....	9.0

**LAND DENSITY, 1960** (persons per square mile): 685

**SHIFTS FROM 1950-1960:** Population increased by 44.2%.  
There was an excess of births over deaths of 2,033. During  
this period there was a net in-migration of 2,680 persons.

**MEDIAN INCOME — 1960:** \$8,115

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.4
Negro.....	.6
Other.....	—

# TOWN OF HINGHAM — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	21.7
Managers, Officers and Proprietors .....	15.8
Clerical, etc. ....	13.9
Sales .....	12.3
Craftsmen, Foremen, etc. ....	11.0
Operatives .....	6.8
Private Household Workers .....	2.4

<i>Group</i>	<i>Percent</i>
Service Workers .....	7.1
Laborers .....	3.8
Not Reported .....	5.2

PLANNING BOARD ESTABLISHED: 1923. Town has recently completed a Master Plan.

## TOWN OF HOLBROOK

SURROUNDING AREAS: Braintree, Weymouth, Abington, Brockton, Avon, Randolph.

LAND AREA: 7.30 square miles.

POPULATION: 1960 — 10,104  
1970 — 14,500

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	16.2
5-13 .....	20.6
14-19 .....	6.9
14 and over .....	63.2
21 and over .....	55.5
65 and over .....	6.1

MEDIAN INCOME — 1960: \$6,903

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	98.2
Negro .....	1.6
Other .....	.2

LAND DENSITY, 1960 (persons per square mile): 1,384

SHIFTS FROM 1950-1960: Population increased by 152.3%.

There was an excess of births over deaths of 1,396. During this period, there was a net in-migration of 4,704 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	12.8
Managers, Officers and Proprietors .....	9.9
Clerical, etc. ....	17.3
Sales .....	8.3
Craftsmen, Foremen, etc. ....	19.3
Operatives .....	19.2
Private Household Workers .....	.3
Service Workers .....	6.3
Laborers .....	2.9
Not Reported .....	3.6

PLANNING BOARD ESTABLISHED: 1953. Town recently completed a Master Plan.

## TOWN OF HULL

SURROUNDING AREAS: Hingham, Cohasset.

LAND AREA: 2.43 square miles.

POPULATION: 1960 — 7,055  
1970 — 8,500

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	12.8
5-13 .....	21.2
14-10 .....	9.5
14 and over .....	66.0
21 and over .....	55.5
65 and over .....	6.7

EDUCATION (Persons 25 years and over — 1960). Median Number of Years Completed .....

12.2

MEDIAN INCOME — 1960: \$6,318

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.7
Negro .....	.2
Other .....	.1

LAND DENSITY, 1960 (persons per square mile): 2,903

SHIFTS FROM 1950-1960: Population increased by 108.8%.

There was an excess of births over deaths of 818. During this period there was a net in-migration of 2,858 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	11.1
Managers, Officers and Proprietors .....	10.5
Clerical, etc. ....	11.9
Sales .....	12.3
Craftsmen, Foremen, etc. ....	17.3
Operatives .....	12.0
Private Household Workers .....	1.6
Service Workers .....	11.7
Laborers .....	4.9
Not Reported .....	6.7

PLANNING BOARD ESTABLISHED: 1928. In 1951, transferred to the Improved Method of Municipal Planning. Town has recently completed a Master Plan.



## CITY OF LEOMINSTER

SURROUNDING AREAS: Fitchburg, Lunenburg, Lancaster, Sterling, Princeton, Westminster.

LAND AREA: 28.81 square miles.

POPULATION: 1960 — 27,929

AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	11.3
5-13.....	18.0
14-19.....	8.7
14 and over.....	70.6
21 and over.....	60.7
65 and over.....	9.6

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....10.3

MEDIAN INCOME — 1960: \$6,016

RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.2
Negro.....	.6
Other.....	.2

LAND DENSITY, 1960 (persons per square mile): 969

SHIFTS FROM 1950-1960: Population increased by 16.0%.

There was an excess of births over deaths of 3,896. During this period there was a net out-migration of 42 persons.

OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	9.4
Managers, Officers and Proprietors.....	7.9
Clerical, etc.....	12.9
Sales.....	5.4
Craftsmen, Foremen, etc.....	17.1
Operatives.....	34.1
Private Household Workers.....	.7
Service Workers.....	6.8
Laborers.....	3.0
Not Reported.....	2.7

PLANNING BOARD ESTABLISHED: 1922. Recently completed a Master Plan.

## TOWN OF LEXINGTON

SURROUNDING AREAS: Lincoln, Bedford, Burlington, Woburn, Winchester, Arlington, Belmont, and Waltham.

LAND AREA: 16.48 square miles.

POPULATION: 1960 — 27,691  
1970 — 38,000

AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	11.5
5-13.....	20.0
14-19.....	7.5
14 and over.....	68.5
21 and over.....	60.5
65 and over.....	8.7

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.6

MEDIAN INCOME — 1960: \$9,043

RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.5
Negro.....	.3
Other.....	.2

LAND DENSITY, 1960 (persons per square mile): 1,680.

SHIFTS FROM 1950-1960: Population increased by 59.7%.

There was an excess of births over deaths of 2,970. During this period there was a net in-migration of 7,386 persons.

OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	28.0
Managers, Officers and Proprietors.....	15.2
Clerical, etc.....	15.1
Sales.....	9.4
Craftsmen, Foremen, etc.....	13.1
Operatives.....	6.9
Private Household Workers.....	2.3
Service Workers.....	5.3
Laborers.....	1.6
Not Reported.....	3.0

PLANNING BOARD ESTABLISHED: 1918.

## TOWN OF LINCOLN

SURROUNDING AREAS: Sudbury, Concord, Bedford, Lexington, Waltham, Weston, and Wayland.

LAND AREA: 14.56 square miles.

POPULATION: 1960 — 5,613  
1970 — 8,000

AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	15.0
5-13.....	23.5
14-19.....	7.1
14 and over.....	61.5
21 and over.....	53.9
65 and over.....	5.0

LAND DENSITY, 1960 (persons per square mile): 385

SHIFTS FROM 1950-1960: Population increased by 131.3%.

There was an excess of births over deaths of 452. During this period, there was a net in-migration of 2,734 persons.

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.9

MEDIAN INCOME — 1960: \$8,841

RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	97.5
Negro.....	1.9
Other.....	.6

# TOWN OF LINCOLN — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	31.1
Managers, Officers and Proprietors .....	25.3
Clerical, etc. ....	10.2
Sales .....	7.3
Craftsmen, Foremen, etc. ....	8.0
Private Household Workers .....	5.9

<i>Group</i>	<i>Percent</i>
Service Workers .....	2.8
Laborers .....	2.8
Not Reported .....	1.1

PLANNING BOARD ESTABLISHED: 1938. Master Plan has been developed.

## CITY OF LYNN

SURROUNDING AREAS: Saugus, Lynnfield, Peabody, Salem, Swampscott, Nahant, Revere.

LAND AREA: 10.48 square miles.

POPULATION: 1960 — 94,478  
1970 — 90,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	10.1
5-13 .....	16.0
14-19 .....	7.8
14 and over .....	73.9
21 and over .....	65.1
65 and over .....	13.5

EDUCATION (Persons 25 years and over — 1960). Median Number of Years Completed .....

11.0

MEDIAN INCOME — 1960: \$6,021

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	98.4
Negro .....	1.4
Other .....	.2

LAND DENSITY, 1960 (persons per square mile): 9,015

SHIFTS FROM 1950-1960: Population decreased by 5.3%. There was an excess of births over deaths of 8,871. During this period there was a net out-migration of 14,131 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	9.7
Managers, Officers and Proprietors .....	5.2
Clerical, etc. ....	17.8
Sales .....	6.8
Craftsmen, Foremen, etc. ....	15.2
Operatives .....	25.1
Private Household Workers .....	.9
Service Workers .....	9.1
Laborers .....	3.4
Not Reported .....	6.9

PLANNING BOARD ESTABLISHED: 1926. Has recently undertaken a Master Plan.

## TOWN OF MEDFIELD

SURROUNDING AREAS: Millis, Sherborn, Dover, Walpole, Norfolk.

LAND AREA: 14.43 square miles.

POPULATION: 1960 — 6,021  
1970 — 7,500

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	10.8
5-13 .....	15.6
14-19 .....	5.5
14 and over .....	73.6
21 and over .....	67.4
65 and over .....	14.6

EDUCATION (Persons 25 years and over — 1960). Median Number of Years Completed .....

12.1

MEDIAN INCOME — 1960: \$7,535

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.4
Negro .....	.4
Other .....	.2

LAND DENSITY, 1960 (persons per square mile): 417

SHIFTS FROM 1950-1960: Population increased by 1,472 persons. There was an excess of births over deaths of 590. During this period there was a net in-migration of 882 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	17.7
Managers, Officers and Proprietors .....	10.5
Clerical, etc. ....	11.4
Sales .....	9.0
Craftsmen, Foremen, etc. ....	12.5
Operatives .....	13.0
Private Household Workers .....	3.7
Service Workers .....	9.8
Laborers .....	4.3
Not Reported .....	8.1

PLANNING BOARD ESTABLISHED: 1925.



## CITY OF MEDFORD

SURROUNDING AREAS: Everett, Malden, Stoneham, Somerville, Arlington, Winchester.

LAND AREA: 8.22

POPULATION: 1960 — 64,971  
1970 — 62,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.7
5-13.....	15.5
14-19.....	9.3
14 and over.....	74.8
21 and over.....	64.0
65 and over.....	11.3

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.0

MEDIAN INCOME — 1960: \$6,693

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	98.2
Negro.....	1.7
Other.....	.1

LAND DENSITY, 1960 (persons per square mile): 7,904

SHIFTS FROM 1950-1960: Population decreased by 1.7%.  
There was an excess of births over deaths of 7,268. During  
this period there was a net out-migration of 8,410 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	11.3
Managers, Officers and Proprietors.....	7.2
Clerical, etc.....	21.0
Sales.....	7.6
Craftsmen, Foremen, etc.....	14.2
Operatives.....	17.4
Private Household Workers.....	.6
Service Workers.....	7.9
Laborers.....	3.8
Not Reported.....	8.9

PLANNING BOARD ESTABLISHED: No — in process.

## CITY OF MELROSE

SURROUNDING AREAS: Wakefield, Saugus, Malden, Stoneham.

LAND AREA: 4.73 square miles.

POPULATION: 1960 — 29,619  
1970 — 31,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.8
5-13.....	17.0
14-19.....	8.6
14 and over.....	73.2
21 and over.....	63.7
65 and over.....	12.8

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.4

MEDIAN INCOME — 1960: \$7,507

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.7
Negro.....	.1
Other.....	.2

LAND DENSITY, 1960 (persons per square mile): 6,262

SHIFTS FROM 1950-1960: Population increased by 9.7%.  
There was an excess of births over deaths of 2,151. During  
this period there was a net in-migration of 480 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	18.7
Managers, Officers and Proprietors.....	2.0
Clerical, etc.....	19.8
Sales.....	10.1
Craftsmen, Foremen, etc.....	14.7
Operatives.....	11.7
Private Household Workers.....	.9
Service Workers.....	6.1
Laborers.....	2.0
Not Reported.....	4.0

PLANNING BOARD ESTABLISHED: 1914. City has a  
Master Plan.

## TOWN OF MILLIS

SURROUNDING AREAS: Medway, Holliston, Sherborn, Medfield, Norfolk.

LAND AREA: 12.17 square miles.

POPULATION: 1960 — 4,373  
1970 — 6,500

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	15.6
5-13.....	21.4
14-19.....	6.3
14 and over.....	63.0
21 and over.....	55.9
65 and over.....	7.5

LAND DENSITY, 1960 (persons per square mile): 359

SHIFTS FROM 1950-1960: Population increased by 71.5%.  
There was an excess of births over deaths of 601. During  
this period there was a net in-migration of 1,222 persons.

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.3

MEDIAN INCOME — 1960: \$6,500

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	100
Negro.....	—
Other.....	—

# TOWN OF MILLIS — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	17.0
Managers, Officers and Proprietors . . . . .	10.5
Clerical, etc. . . . .	12.5
Sales . . . . .	7.4
Craftsmen, Foremen, etc. . . . .	17.6
Operatives . . . . .	17.2

<i>Group</i>	<i>Percent</i>
Private Household Workers . . . . .	1.6
Service Workers . . . . .	8.6
Laborers . . . . .	5.3
Not Reported . . . . .	2.4

PLANNING BOARD ESTABLISHED: 1935

# TOWN OF MILTON

SURROUNDING AREAS: Randolph, Canton, Boston, Quincy.

LAND AREA: 13.2 square miles.

POPULATION: 1960 — 26,375  
1970 — 30,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	7.1
5-13 . . . . .	16.0
14-19 . . . . .	10.4
14 and over . . . . .	76.4
21 and over . . . . .	65.5
65 and over . . . . .	12.5

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .12.5

MEDIAN INCOME — 1960: \$8,685

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.9
Negro . . . . .	.1
Other . . . . .	—

LAND DENSITY, 1960 (persons per square mile): 1,998

SHIFTS FROM 1950-1960: Population increased by 17.8%  
There was an excess of births over deaths of 745. During  
this period there was a net in-migration of 3,235 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	20.6
Managers, Officers and Proprietors . . . . .	15.8
Clerical, etc. . . . .	21.7
Sales . . . . .	11.7
Craftsmen, Foremen, etc. . . . .	9.1
Operatives . . . . .	6.2
Private Household Workers . . . . .	2.4
Service Workers . . . . .	5.5
Laborers . . . . .	2.3
Not Reported . . . . .	4.6

PLANNING BOARD ESTABLISHED: 1923.

Re-established in 1938. Town completed a Master Plan  
in 1957.

# TOWN OF NATICK

SURROUNDING AREAS: Framingham, Wayland, Weston, Wellesley, Dover and Sherborn.

LAND AREA: 14.88 square miles.

POPULATION: 1960 — 28,831  
1970 — 36,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	13.3
5-13 . . . . .	20.7
14-19 . . . . .	7.5
14 and over . . . . .	66.0
21 and over . . . . .	57.8
65 and over . . . . .	7.7

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .12.4

MEDIAN INCOME — 1960: \$7,550

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.5
Negro . . . . .	.3
Other . . . . .	.2

LAND DENSITY, 1960 (persons per square mile): 1,938

SHIFTS FROM 1950-1960: Population increased by 45.3%  
There was an excess of births over deaths of 4,909. During  
this period there was a net in-migration of 4,084 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	16.4
Managers, Officers and Proprietors . . . . .	11.5
Clerical, etc. . . . .	16.5
Sales . . . . .	11.5
Craftsmen, Foremen, etc. . . . .	13.3
Operatives . . . . .	12.5
Private Household Workers . . . . .	1.6
Service Workers . . . . .	8.7
Laborers . . . . .	3.6
Not Reported . . . . .	4.3

PLANNING BOARD ESTABLISHED: 1916. Town re-  
cently prepared a Master Plan.



## TOWN OF NEEDHAM

**SURROUNDING AREAS:** Wellesley, Newton, West Roxbury, Dedham, Westwood, and Dover.

**LAND AREA:** 12.50 square miles.

**POPULATION:** 1960 — 25,793  
1970 — 32,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	11.5
5-13 .....	20.1
14-19 .....	7.7
14 and over .....	68.4
21 and over .....	60.1
65 and over .....	8.4

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.8

**MEDIAN INCOME — 1960:** \$9,282

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.8
Negro .....	—
Other .....	.2

**LAND DENSITY, 1960** (persons per square mile): 2,063

**SHIFTS FROM 1950-1960:** Population increased by 58.1%.  
There was an excess of births over deaths of 2,736. During  
this period, there was a net in-migration of 6,744 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	22.2
Managers, Officers and Proprietors .....	17.5
Clerical, etc. ....	17.1
Sales .....	12.5
Craftsmen, Foremen, etc. ....	10.7
Operatives .....	7.3
Private Household Workers .....	2.2
Service Workers .....	5.4
Laborers .....	2.1
Not Reported .....	3.0

**PLANNING BOARD ESTABLISHED:** 1923. Town has  
completed a Master Plan.

## CITY OF NEWTON

**SURROUNDING AREAS:** Needham, Wellesley, Weston, Waltham, Watertown, Brookline, and Boston.

**LAND AREA:** 17.90 square miles.

**POPULATION:** 1960 — 92,384

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	8.5
5-13 .....	16.9
14-19 .....	10.2
14 and over .....	74.6
21 and over .....	63.2
65 and over .....	10.7

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.7

**MEDIAN INCOME — 1960:** \$9,008

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.1
Negro .....	.7
Other .....	.2

**LAND DENSITY, 1960** (persons per square mile): 5,161

**SHIFTS FROM 1950-1960:** Population increased by 12.7%.  
There was an excess of births over deaths of 7,718. During  
this period, there was a net in-migration of 2,672.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	21.5
Managers, Officers and Proprietors .....	17.0
Clerical, etc. ....	16.0
Sales .....	11.4
Foremen, Craftsmen, etc. ....	8.9
Operatives .....	9.0
Private Household Workers .....	3.7
Service Workers .....	5.8
Laborers .....	2.8
Not Reported .....	3.9

**PLANNING BOARD ESTABLISHED:** 1913

## TOWN OF NORTH READING

**SURROUNDING AREAS:** Wilmington, Andover, North Andover, Middleton, Lynnfield, and Reading.

**LAND AREA:** 13.26 square miles.

**POPULATION:** 1960 — 8,331  
1970 — 13,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	15.8
5-13 .....	22.1
14-19 .....	7.5
14 and over .....	62.0
21 and over .....	53.9
65 and over .....	5.6

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.3

**LAND DENSITY, 1960** (persons per square mile): 628

**SHIFTS FROM 1950-1960:** Population increased by 89.3%.  
There was a positive balance of births to deaths of 1,291.  
During this period there was a net in-migration of 2,638  
persons.

**MEDIAN INCOME — 1960:** \$7,005

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.7
Negro .....	.1
Other .....	.2

# TOWN OF NORTH READING — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	17.6
Managers, Officers and Proprietors .....	9.8
Clerical, etc. ....	11.8
Sales .....	7.7
Craftsmen, Foremen, etc. ....	22.1
Operatives .....	16.4
Private Household Workers .....	.9

<i>Group</i>	<i>Percent</i>
Service Workers .....	7.9
Laborers .....	2.8
Not Reported .....	2.9

PLANNING BOARD ESTABLISHED: 1944. Town has recently completed a Master Plan.

## TOWN OF NORWELL

SURROUNDING AREAS: Hanover, Rockland, Pembroke, Marshfield, Scituate, Hingham.

LAND AREA: 20.98 square miles.

POPULATION: 1960 — 5,207  
1970 — 8,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	14.8
5-13 .....	21.3
14-19 .....	14.5
14 and over .....	63.9
21 and over .....	56.3
65 and over .....	7.4

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed .....

MEDIAN INCOME — 1960: \$7,593

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	98.8
Negro .....	1.0
Other .....	.2

LAND DENSITY, 1960 (persons per square mile): 248

SHIFTS FROM 1950-1960: Population increased by 107.0%.  
There was an excess of births over deaths of 715. During this period there was a net in-migration of 1,977 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	17.9
Managers, Officers and Proprietors .....	15.2
Clerical, etc. ....	13.1
Sales .....	11.9
Craftsmen, Foremen, etc. ....	17.6
Operatives .....	9.8
Private Household Workers .....	2.5
Service Workers .....	4.6
Laborers .....	3.7
Not Reported .....	3.7

PLANNING BOARD ESTABLISHED: 1953. Town has recently completed a Master Plan.

## TOWN OF NORWOOD

SURROUNDING AREAS: Westwood, Canton, Sharon, Walpole.

LAND AREA: 10.47 square miles.

POPULATION: 1960 — 24,898  
1970 — 33,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	12.6
5-13 .....	19.4
14-19 .....	7.4
14 and over .....	68.0
21 and over .....	59.9
65 and over .....	9.2

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed .....

MEDIAN INCOME — 1960: \$7,309

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.8
Negro .....	.1
Other .....	.1

LAND DENSITY, 1960 (persons per square mile): 2,375

SHIFTS FROM 1950-1960: Population increased by 49.7%.  
There was an excess of births over deaths of 3,807. During this same period, there was a net in-migration of 4,455 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	15.0
Managers, Officers and Proprietors .....	8.3
Clerical, etc. ....	19.0
Sales .....	7.8
Craftsmen, Foremen, etc. ....	15.0
Operatives .....	18.7
Private Household Workers .....	1.1
Service Workers .....	7.7
Laborers .....	2.9
Not Reported .....	4.6

PLANNING BOARD ESTABLISHED: 1921. Re-established, 1952.



## CITY OF QUINCY

**SURROUNDING AREAS:** Milton, Boston, Weymouth, Braintree, Randolph.

**LAND AREA:** 16.51 square miles.

**POPULATION:** 1960 — 87,409  
1970 — 90,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	10.5
5-13 .....	15.9
14-19 .....	8.8
14 and over .....	73.6
21 and over .....	63.7
65 and over .....	11.3

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.1

**MEDIAN INCOME — 1960:** \$6,785

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.8
Negro .....	.1
Other .....	.1

**LAND DENSITY, 1960** (persons per square mile): 5,294

**SHIFTS FROM 1950-1960:** Population increased by 4.3%.  
There was a net out-migration, during this period, of 7,635.  
During this same period there was an excess of births over deaths of 11,209.

### OCCUPATIONS — 1960:

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	12.5
Managers, Officers and Proprietors .....	8.4
Clerical, etc. ....	21.4
Sales .....	9.2
Craftsmen, Foremen, etc. ....	17.7
Operatives .....	14.1
Private Household Workers .....	1.2
Service Workers .....	8.1
Laborers .....	3.3
Not Reported .....	4.2

**PLANNING BOARD ESTABLISHED:** 1915. Presently preparing a Master Plan.

## TOWN OF RANDOLPH

**SURROUNDING AREAS:** Milton, Quincy, Braintree, Holbrook, Canton, Avon, Stoughton.

**LAND AREA:** 10.08 square miles.

**POPULATION:** 1960 — 18,900  
1970 — 25,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	14.8
5-13 .....	21.7
14-19 .....	8.0
14 and over .....	63.5
21 and over .....	54.6
65 and over .....	5.9

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.3

**MEDIAN INCOME — 1960:** \$6,883

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	98.9
Negro .....	1.0
Other .....	.1

**LAND DENSITY, 1960** (persons per square mile): 1,875

**SHIFTS FROM 1950-1960:** Population increased by 89.3%.  
There was an excess of births over deaths of 2,825. During this period there was a net in-migration of 6,093 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	12.1
Managers, Officers and Proprietors .....	7.3
Clerical, etc. ....	19.9
Sales .....	8.7
Craftsmen, Foremen, etc. ....	18.9
Operatives .....	17.2
Private Household Workers .....	.8
Service Workers .....	6.4
Laborers .....	3.6
Not Reported .....	5.1

**PLANNING BOARD ESTABLISHED:** 1929. Recently completed a Master Plan.

## TOWN OF READING

**SURROUNDING AREAS:** North Reading, Lynnfield, Wakefield, Stoneham, Woburn, Wilmington.

**LAND AREA:** 9.85 square miles.

**POPULATION:** 1960 — 19,259  
1970 — 25,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	11.7
5-13 .....	19.9
14-19 .....	8.2
14 and over .....	68.4
21 and over .....	59.5
65 and over .....	9.2

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.5

**LAND DENSITY, 1960** (persons per square mile): 1,955

**SHIFTS FROM 1950-1960:** Population increased by 37.5%.  
There was an excess of births over deaths of 2,047. During this period there was a net in-migration of 3,206 persons.

**MEDIAN INCOME — 1960:** \$7,801

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.8
Negro .....	.1
Other .....	.1

# TOWN OF READING — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	19.2
Managers, Officers and Proprietors.....	13.6
Clerical, etc.....	16.3
Sales.....	9.1
Craftsmen, Foremen, etc.....	14.4
Operatives.....	12.0
Private Household Workers.....	1.5

<i>Group</i>	<i>Percent</i>
Service Workers.....	5.3
Laborers.....	3.4
Not Reported.....	5.1

PLANNING BOARD ESTABLISHED: 1915. Town has completed a Master Plan.

## CITY OF REVERE

SURROUNDING AREAS: Winthrop, Boston, Chelsea, Everett, Malden, Saugus, Lynn.

LAND AREA: 5.95 square miles.

POPULATION: 1960 — 40,080  
1970 — 41,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.9
5-13.....	16.2
14-19.....	8.9
14 and over.....	73.8
21 and over.....	63.7
65 and over.....	10.0

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....11.0

MEDIAN INCOME — 1960: \$5,971

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.5
Negro.....	.4
Other.....	.1

LAND DENSITY, 1960 (persons per square mile): 6,736

SHIFTS FROM 1950-1960: Population increased by 9.0%.  
There was an excess of births over deaths of 4,624. During  
this period there was a net out-migration of 1,307 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	8.7
Managers, Officers and Proprietors.....	6.0
Clerical, etc.....	18.4
Sales.....	8.6
Craftsmen, Foremen, etc.....	16.6
Operatives.....	21.8
Private Household Workers.....	.3
Service Workers.....	8.8
Laborers.....	4.6
Not Reported.....	6.3

PLANNING BOARD ESTABLISHED: 1928.

## TOWN OF SCITUATE

SURROUNDING AREAS: Marshfield, Norwell, Hingham, Cohasset.

LAND AREA: 16.90 square miles.

POPULATION: 1960 — 11,214  
1970 — 18,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	14.0
5-13.....	21.5
14-19.....	7.6
14 and over.....	64.4
21 and over.....	56.3
65 and over.....	8.1

MEDIAN INCOME — 1960: \$7,440

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.7
Negro.....	.3
Other.....	—

LAND DENSITY, 1960 (persons per square mile): 664

SHIFTS FROM 1950-1960: Population increased by 87.1%.  
There was an excess of births over deaths of 1,246. During  
this period there was a net in-migration of 3,975 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	21.3
Managers, Officers and Proprietors.....	16.0
Clerical, etc.....	12.5
Sales.....	14.8
Craftsmen, Foremen, etc.....	12.4
Operatives.....	6.4
Private Household Workers.....	2.8
Service Workers.....	7.2
Laborers.....	3.9
Not Reported.....	2.6

PLANNING BOARD ESTABLISHED: 1929. Town has recently completed a Master Plan.



## TOWN OF SHARON

**SURROUNDING AREAS:** Norwood, Canton, Stoughton, Easton, Mansfield, Foxborough, Walpole.

**LAND AREA:** 23.58 square miles.

**POPULATION:** 1960 — 10,070  
1970 — 12,072

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	12.3
5-13 .....	25.0
14-19 .....	7.9
14 and over .....	62.7
21 and over .....	54.5
65 and over .....	6.5

**MEDIAN INCOME — 1960:** \$7,917

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.6
Negro .....	.3
Other .....	.1

**LAND DENSITY, 1960** (persons per square mile): 427

**SHIFTS FROM 1950-1960:** Population increased by 107.7%.  
There was an increase of births over deaths of 1,255.  
During this period there was a net in-migration of 3,968 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	20.9
Managers, Officers and Proprietors .....	18.3
Clerical, etc. ....	15.9
Sales .....	11.3
Craftsmen, Foremen, etc. ....	13.2
Operatives .....	9.0
Private Household Workers .....	1.4
Service Workers .....	4.5
Laborers .....	2.3
Not Reported .....	3.1

**PLANNING BOARD ESTABLISHED:** 1932. Town has completed a Master Plan.

## TOWN OF SHERBORN

**SURROUNDING AREAS:** Framingham, Natick, Millis, Dover, Medfield, Ashland, Holliston.

**LAND AREA:** 15.16 square miles.

**POPULATION:** 1960 — 1,806  
1970 — 2,500

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	12.0
5-13 .....	20.5
14-19 .....	8.1
14 and over .....	67.5
21 and over .....	58.7
65 and over .....	8.5

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.9 |

**MEDIAN INCOME — 1960:** \$7,875

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.4
Negro .....	.6
Other .....	—

**LAND DENSITY, 1960** (persons per square mile): 119

**SHIFTS FROM 1950-1960:** Population increased by 45.1%.  
There was an excess of births over deaths of 183. During  
this period there was a net in-migration of 378 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	26.5
Managers, Officers and Proprietors .....	20.0
Clerical, etc. ....	8.4
Sales .....	12.6
Craftsmen, Foremen, etc. ....	8.7
Operatives .....	6.0
Private Household Workers .....	5.8
Service Workers .....	4.6
Laborers .....	5.1
Not Reported .....	2.3

**PLANNING BOARD ESTABLISHED:** 1937. Town has recently completed a Master Plan.

## TOWN OF STONEHAM

**SURROUNDING AREAS:** Reading, Wakefield, Melrose, Medford, Malden, Winchester, Woburn.

**LAND AREA:** 6.04 square miles.

**POPULATION:** 1960 — 17,821  
1970 — 20,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	12.0
5-13 .....	19.5
14-19 .....	8.1
14 and over .....	68.5
21 and over .....	59.5
65 and over .....	8.6

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.3 |

**LAND DENSITY, 1960** (persons per square mile): 2,950

**SHIFTS FROM 1950-1960:** Population increased by 34.7%.  
There was an excess of births over deaths of 2,192. During  
this period there was a net in-migration of 2,400 persons.

**MEDIAN INCOME — 1960:** \$7,160

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.6
Negro .....	.2
Other .....	.2

# TOWN OF STONEHAM — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	16.3
Managers, Officers and Proprietors . . . . .	10.3
Clerical, etc. . . . .	17.7
Sales . . . . .	7.6
Craftsmen, Foremen, etc. . . . .	14.8
Operatives . . . . .	16.8
Private Household Workers . . . . .	1.2

<i>Group</i>	<i>Percent</i>
Service Workers . . . . .	7.4
Laborers . . . . .	3.1
Not Reported . . . . .	4.8

PLANNING BOARD ESTABLISHED: 1923. Presently preparing a Master Plan.

## TOWN OF STOUGHTON

SURROUNDING AREAS: Sharon, Canton, Randolph, Avon, Brockton, Easton.

LAND AREA: 16.25 square miles.

POPULATION: 1960 — 16,328  
1970 — 21,500

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	13.4
5-13 . . . . .	21.5
14-19 . . . . .	8.1
14 and over . . . . .	65.2
21 and over . . . . .	56.3
65 and over . . . . .	7.6

MEDIAN INCOME — 1960: \$6,462

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.3
Negro . . . . .	.6
Other . . . . .	.1

LAND DENSITY, 1960 (persons per square mile): 1,005

SHIFTS FROM 1950-1960: Population increased by 46.5%.  
There was an excess of births over deaths of 2,456. During this period there was a net in-migration of 2,726 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	10.7
Managers, Officers and Proprietors . . . . .	7.6
Clerical, etc. . . . .	15.7
Sales . . . . .	5.4
Craftsmen, Foremen, etc. . . . .	20.6
Operatives . . . . .	24.4
Private Household Workers . . . . .	.7
Service Workers . . . . .	7.5
Laborers . . . . .	3.4
Not Reported . . . . .	4.0

PLANNING BOARD ESTABLISHED: 1921. Town has completed a Master Plan.

## TOWN OF SUDBURY

SURROUNDING AREAS: Wayland, Framingham, Hudson, Maynard, Marlborough, Stow, Concord, Acton.

LAND AREA: 24.37 square miles.

POPULATION: 1960 — 7,447  
1970 — 12,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	16.8
5-13 . . . . .	22.8
14-19 . . . . .	7.6
14 and over . . . . .	60.4
21 and over . . . . .	53.2
65 and over . . . . .	5.0

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .12.8

MEDIAN INCOME — 1960: \$8,538

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.6
Negro . . . . .	.3
Other . . . . .	.1

LAND DENSITY, 1960 (persons per square mile): 306

SHIFTS FROM 1950-1960: Population increased by 186.9%.  
There was an excess of births over deaths of 781. During this period there was a net in-migration of 4,070 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	25.7
Managers, Officers and Proprietors . . . . .	18.0
Clerical, etc. . . . .	11.5
Sales . . . . .	10.2
Craftsmen, Foremen, etc. . . . .	11.7
Operatives . . . . .	7.2
Private Household Workers . . . . .	1.5
Service Workers . . . . .	4.6
Laborers . . . . .	3.8
Not Reported . . . . .	5.8

PLANNING BOARD ESTABLISHED: 1929. Town is presently preparing a Master Plan.



## TOWN OF WAKEFIELD

**SURROUNDING AREAS:** Stoneham, Reading, Melrose, Saugus, Lynnfield.

**LAND AREA:** 7.36 square miles.

**POPULATION:** 1960 — 24,295  
1970 — 27,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	11.0
5-13 .....	18.2
14-19 .....	8.2
14 and over .....	70.7
21 and over .....	61.7
65 and over .....	10.3

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.3

**MEDIAN INCOME — 1960:** \$7,189

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.8
Negro .....	.1
Other .....	.1

**LAND DENSITY, 1960** (persons per square mile): 3,301

**SHIFTS FROM 1950-1960:** Population increased by 23.7%.  
There was an excess of births over deaths of 2,994. During  
this period there was a net in-migration of 1,668 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	14.9
Managers, Officers and Proprietors .....	19.3
Clerical, etc.....	18.4
Sales .....	9.9
Craftsmen, Foremen, etc.....	14.5
Operatives .....	19.2
Private Household Workers .....	1.1
Service Workers .....	5.8
Laborers .....	2.9
Not Reported .....	4.0

**PLANNING BOARD ESTABLISHED:** 1914. Town has  
completed a Master Plan.

## TOWN OF WALPOLE

**SURROUNDING AREAS:** Dover, Medfield, Norfolk, Foxborough, Sharon, Norwood, Westwood.

**LAND AREA:** 20.56 square miles.

**POPULATION:** 1960 — 14,068  
1970 — 20,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	13.2
5-13 .....	19.5
14-19 .....	7.8
14 and over .....	67.3
21 and over .....	58.9
65 and over .....	7.0

**MEDIAN INCOME — 1960:** \$7,117

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.1
Negro .....	.9
Other .....	—

**LAND DENSITY, 1960** (persons per square mile): 684

**SHIFTS FROM 1950-1960:** Population increased by 54.4%.  
There was an excess of births over deaths of 1,881. During  
this period there was a net in-migration of 3,078 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	15.5
Managers, Officers and Proprietors .....	7.4
Clerical, etc.....	19.4
Sales .....	6.3
Craftsmen, Foremen, etc.....	17.4
Operatives .....	16.7
Private Household Workers .....	1.4
Service Workers .....	7.7
Laborers .....	2.7
Not Reported .....	5.4

**PLANNING BOARD ESTABLISHED:** 1913. Town has  
completed a Master Plan.

## CITY OF WALTHAM

**SURROUNDING AREAS:** Lexington, Belmont, Watertown, Lincoln, Weston, Newton.

**LAND AREA:** 12.41 square miles.

**POPULATION:** 1960 — 55,413  
1970 — 59,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	11.1
5-13 .....	16.5
14-19 .....	8.9
14 and over .....	72.3
21 and over .....	23.8
65 and over .....	9.8

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....11.6

**LAND DENSITY, 1960** (persons per square mile): 4,465

**SHIFTS FROM 1950-1960:** Population increased by 17.4%.  
There was an excess of births over deaths of 7,931. During  
this period, there was a net in-migration of 295 persons.

**MEDIAN INCOME — 1960:** \$6,804

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.6
Negro .....	.2
Other .....	.2

## CITY OF WALTHAM — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	13.4
Managers, Officers and Proprietors . . . . .	6.2
Clerical, etc. . . . .	15.4
Sales . . . . .	6.5
Craftsmen, Foremen, etc. . . . .	17.6
Operatives . . . . .	19.8

<i>Group</i>	<i>Percent</i>
Private Household Workers . . . . .	1.0
Service Workers . . . . .	9.2
Laborers . . . . .	3.2
Not Reported . . . . .	7.7

PLANNING BOARD ESTABLISHED: 1913.

## TOWN OF WATERTOWN

SURROUNDING AREAS: Belmont, Cambridge, Boston, Newton, Waltham.

LAND AREA: 4.06 square miles.

POPULATION: 1960 — 39,092  
1970 — 40,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	11.3
5-13 . . . . .	14.9
14-19 . . . . .	7.5
14 and over . . . . .	73.8
21 and over . . . . .	65.3
65 and over . . . . .	10.7

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed . . . . .12.1

MEDIAN INCOME — 1960: \$7,003

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.8
Negro . . . . .	.1
Other . . . . .	.1

LAND DENSITY, 1960 (persons per square mile): 9,629

SHIFTS FROM 1950-1960: Population increased by 4.7%.  
There was an excess of births over deaths of 5,291. During  
this period there was a net out-migration of 3,528 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	15.9
Managers, Officers and Proprietors . . . . .	7.6
Clerical, etc. . . . .	19.2
Sales . . . . .	6.7
Craftsmen, Foremen, etc. . . . .	14.1
Operatives . . . . .	19.2
Private Household Workers . . . . .	.7
Service Workers . . . . .	6.7
Laborers . . . . .	3.5
Not Reported . . . . .	6.4

PLANNING BOARD ESTABLISHED: Yes. Town pres-  
ently preparing a Master Plan under Title VII, Federal  
Housing Act of 1954.

## TOWN OF WAYLAND

SURROUNDING AREAS: Sudbury, Framingham, Natick, Concord, Lincoln, Weston.

LAND AREA: 15.28 square miles.

POPULATION: 1960 — 10,444  
1970 — 17,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 . . . . .	14.2
5-13 . . . . .	21.8
14-19 . . . . .	7.4
14 and over . . . . .	64.0
21 and over . . . . .	56.0
65 and over . . . . .	6.0

MEDIAN INCOME — 1960: \$9,363

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White . . . . .	99.8
Negro . . . . .	.1
Other . . . . .	.1

LAND DENSITY, 1960 (persons per square mile): 683

SHIFTS FROM 1950-1960: Population increased by 137.0%.  
There was an excess of births over deaths of 1,386. During  
this period there was a net in-migration of 4,651 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred . . . . .	24.1
Managers, Officers and Proprietors . . . . .	16.3
Clerical, etc. . . . .	11.1
Sales . . . . .	9.9
Craftsmen, Foremen, etc. . . . .	12.7
Operatives . . . . .	8.0
Private Household Workers . . . . .	2.7
Service Workers . . . . .	5.5
Laborers . . . . .	2.6
Not Reported . . . . .	7.1

PLANNING BOARD ESTABLISHED: 1925. Town has  
completed a Master Plan.



## TOWN OF WELLESLEY

**SURROUNDING AREAS:** Natick, Weston, Newton, Needham, Dover.

**LAND AREA:** 10.05 square miles.

**POPULATION:** 1960 — 26,071  
1970 — 29,432

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	8.6
5-13.....	17.6
14-19.....	12.5
14 and over.....	73.8
21 and over.....	59.0
65 and over.....	9.5

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....13.7

**MEDIAN INCOME — 1960:** \$11,478

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.6
Negro.....	.1
Other.....	.3

**LAND DENSITY, 1960** (persons per square mile): 2,594

**SHIFTS FROM 1950-1960:** Population increased by 26.9%.  
There was an excess of births over deaths of 1,942. During  
this period, there was a net in-migration of 3,580 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	23.6
Managers, Officers and Proprietors.....	19.6
Clerical, etc.....	14.8
Sales.....	12.9
Craftsmen, Foremen, etc.....	6.4
Operatives.....	4.4
Private Household Workers.....	3.4
Service Workers.....	6.8
Laborers.....	1.9
Not Reported.....	6.3

**PLANNING BOARD ESTABLISHED:** 1922. Town has  
completed a Master Plan Study.

## TOWN OF WESTON

**SURROUNDING AREAS:** Lincoln, Waltham, Newton, Wellesley, Natick, Wayland.

**LAND AREA:** 16.8 square miles.

**POPULATION:** 1960 — 8,261  
1970 — 10,500

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.1
5-13.....	20.1
14-19.....	11.2
14 and over.....	70.8
21 and over.....	58.1
65 and over.....	7.5

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed.....14.8

**MEDIAN INCOME — 1960:** \$13,703

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.5
Negro.....	.3
Other.....	.2

**LAND DENSITY, 1960** (persons per square mile): 492

**SHIFTS FROM 1950-1960:** Population increased by 64.4%.  
There was an excess of births over deaths of 670. During  
this period, there was a net in-migration of 2,565 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	25.5
Managers, Officers and Proprietors.....	23.9
Clerical, etc.....	11.9
Sales.....	10.7
Craftsmen, Foremen, etc.....	4.4
Operatives.....	4.4
Private Household Workers.....	6.3
Service Workers.....	5.2
Laborers.....	3.1
Not Reported.....	4.6

**PLANNING BOARD ESTABLISHED:** 1925. Town has  
completed phases of a Comprehensive Master Plan.

## TOWN OF WESTWOOD

**SURROUNDING AREAS:** Dover, Dedham, Canton, Norwood, Walpole.

**LAND AREA:** 11.15 square miles.

**POPULATION:** 1960 — 10,534

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	12.2
5-13.....	20.0
14-19.....	7.4
14 and over.....	67.8
21 and over.....	59.8
65 and over.....	6.9

**LAND DENSITY, 1960** (persons per square mile): 929

**SHIFTS FROM 1950-1960:** Population increased by 77.4%.  
There was an excess of births over deaths of 1,282 persons.  
During this period there was a net in-migration of 3,235  
persons.

**MEDIAN INCOME — 1960:** \$8,690

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.8
Negro.....	—
Other.....	.2

# TOWN OF WESTWOOD — Continued

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	23.2
Managers, Officers and Proprietors.....	13.5
Clerical, etc.....	17.3
Sales.....	11.6
Craftsmen, Foremen, etc.....	12.4
Operatives.....	7.5
Private Household Workers.....	1.6

<i>Group</i>	<i>Percent</i>
Service Workers.....	4.6
Laborers.....	2.3
Not Reported.....	5.9

PLANNING BOARD ESTABLISHED: 1928. Recently completed a Master Plan.

## TOWN OF WEYMOUTH

SURROUNDING AREAS: Braintree, Holbrook, Abington, Rockland, Hingham.

LAND AREA: 16.70 square miles.

POPULATION: 1960 — 48,177  
1970 — 55,000

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	13.0
5-13.....	21.3
14-19.....	8.5
14 and over.....	65.7
21 and over.....	56.4
65 and over.....	7.4

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.2

MEDIAN INCOME — 1960: \$7,003

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.7
Negro.....	.2
Other.....	.1

LAND DENSITY, 1960 (persons per square mile): 2,885

SHIFTS FROM 1950-1960: Population increased by 47.4%.  
There was an excess of births over deaths of 7,355. During  
this period, there was a net in-migration of 8,132 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	13.9
Managers, Officers and Proprietors.....	8.5
Clerical, etc.....	17.9
Sales.....	9.0
Craftsmen, Foremen, etc.....	20.3
Operatives.....	16.5
Private Household Workers.....	.8
Service Workers.....	7.9
Laborers.....	2.8
Not Reported.....	2.4

PLANNING BOARD ESTABLISHED: 1924. Presently preparing a Master Plan.

## TOWN OF WINCHESTER

SURROUNDING AREAS: Woburn, Stoneham, Medford, Arlington, Lexington.

LAND AREA: 5.91 square miles.

POPULATION: 1960 — 19,376  
1970 — 23,500

## AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5.....	9.7
5-13.....	18.7
14-19.....	9.0
14 and over.....	71.6
21 and over.....	61.6
65 and over.....	10.4

EDUCATION (Persons 25 years and over — 1960). Median  
Number of Years Completed.....12.8

MEDIAN INCOME — 1960: \$9,572

## RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White.....	99.4
Negro.....	.4
Other.....	.2

LAND DENSITY, 1960 (persons per square mile): 3,262

SHIFTS FROM 1950-1960: Population increased by 24.9%.  
There was an excess of births over deaths of 1,464. During  
this period there was a net in-migration of 2,403 persons.

## OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred.....	23.0
Managers, Officers and Proprietors.....	16.9
Clerical, etc.....	17.1
Sales.....	11.1
Craftsmen, Foremen, etc.....	9.6
Operatives.....	8.1
Private Household Workers.....	2.6
Service Workers.....	5.0
Laborers.....	2.1
Not Reported.....	4.5

PLANNING BOARD ESTABLISHED: 1915.



## TOWN OF WINTHROP

**SURROUNDING AREAS:** Revere, Boston.

**LAND AREA:** 1.55 square miles.

**POPULATION:** 1960 — 20,303  
1970 — 21,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	10.1
5-13 .....	16.4
14-19 .....	8.6
14 and over .....	73.4
21 and over .....	63.7
65 and over .....	11.4

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.3

**MEDIAN INCOME — 1960:** \$6,573

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.7
Negro .....	.2
Other .....	.1

**LAND DENSITY, 1960** (persons per square mile): 13,099

**SHIFTS FROM 1950-1960:** Population increased by 4.1%.  
There was an excess of births over deaths of 2,128. During  
this period there was a net out-migration of 1,321 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	14.1
Managers, Officers and Proprietors .....	11.0
Clerical, etc. ....	21.8
Sales .....	10.5
Craftsmen, Foremen, etc. ....	13.7
Operatives .....	10.3
Private Household Workers .....	.8
Service Workers .....	7.1
Laborers .....	2.3
Not Reported .....	8.3

**PLANNING BOARD ESTABLISHED:** 1914. Town has  
completed a Master Plan.

## CITY OF WOBURN

**SURROUNDING AREAS:** Wilmington, Reading, Stoneham, Winchester, Burlington, Lexington.

**POPULATION:** 1960 — 31,214  
1970 — 40,000

### AGE COMPOSITION, 1960

<i>Age</i>	<i>Percent</i>
Under 5 .....	14.5
5-13 .....	19.7
14-19 .....	7.2
14 and over .....	65.8
21 and over .....	57.7
65 and over .....	7.9

**EDUCATION** (Persons 25 years and over — 1960). Median  
Number of Years Completed ..... 12.1

**MEDIAN INCOME — 1960:** \$6,650

### RACIAL DATA — 1960

<i>Race</i>	<i>Percent</i>
White .....	99.3
Negro .....	.6
Other .....	.1

**SHIFTS FROM 1950-1960:** Population increased by 52.3%.  
There was an excess of births over deaths of 5,244. During  
this period there was a net in-migration of 5,478 persons.

### OCCUPATIONS — 1960

<i>Group</i>	<i>Percent</i>
Professionals, Technicians and Kindred .....	12.9
Managers, Officers and Proprietors .....	7.1
Clerical, etc. ....	19.2
Sales .....	6.3
Craftsmen, Foremen, etc. ....	18.5
Operatives .....	19.7
Private Household Workers .....	1.2
Service Workers .....	6.1
Laborers .....	5.2
Not Reported .....	3.8

**PLANNING BOARD ESTABLISHED:** 1944. City has  
completed a Master Plan.

## APPENDIX D

### *Recommended Constitution and By Laws of the Board of Outdoor Recreation and Open Space Planning of United Community Services of Metropolitan Boston*

#### CONSTITUTION

##### ARTICLE I.

This corporation shall be called THE BOARD OF OUTDOOR RECREATION AND OPEN SPACE PLANNING OF UNITED COMMUNITY SERVICES OF METROPOLITAN BOSTON.

##### ARTICLE II.

The purposes of the Board shall be the protection, preservation, and conservation of natural objects and areas, including beaches, tidelands, swamps, hilltops, valleys, parks, forests, streams, marshlands, playgrounds and other open space or wildland properties in perpetuity for the enjoyment and benefit of the general public through education, scientific study, and the acquisition and improvement of such lands and objects for such purposes; and in connection therewith:

To solicit and receive by gift or otherwise, hold and sell, connect or exchange stock, notes, bonds or other securities for the purpose of investing and reinvesting the funds of the Board; to borrow money and from time to time make and issue promissory notes and evidences of indebtedness of all kinds for the accomplishment of the purposes of the Board, and if deemed desirable to secure the same by mortgage or pledge of any property of the Board; in general to do all things necessary and proper to carry out the purposes for which it is organized and to have and exercise all the powers conferred by the Commonwealth of Massachusetts upon corporations created under Chapter 180 of the General Laws as they may be now or hereafter amended; provided, however, that all gifts and bequests to the corporation (board) shall be used only in the United States of America exclusively for the educational, recreational, scientific, and public purposes for which it is founded; and provided further that no part of the activities of the corporation shall consist of disseminating propaganda or otherwise attempting to influence legislation, except locally as incidental to the above stated purposes; and provided further that no part of the net earnings of the Board shall accrue to the benefit of any private individual, person, agency, or corporation; and provided further that upon the termination and liquidation of the Board any land owned by said Board shall be given to the town in which said land is located to be used by said town for park purposes, and any other assets remaining after payment of all its obligations shall be given to the general fund of the United Community Services likewise to be used for open space purposes of member agencies.

##### ARTICLE III.

##### MEMBERSHIP

*Section 1.* The membership of the board shall be twenty-five, two of whom shall be members of the Board of Directors of United Community Services of Metropolitan Boston, and appointed by that Board. All members shall be residents of the Commonwealth of Massachusetts.

*Section 2.* Membership shall be constituted from the following agencies or groups:

Massachusetts Association of Conservation Commissions . . . . .	1
Office of the Attorney General . . . . .	1
Division of Natural Resources . . . . .	1
Trustees of Reservations . . . . .	1
Metropolitan District Commission . . . . .	1
Action for Boston Community Development . . . . .	1
Massachusetts Commonwealth Service Corps . . . . .	1
Massachusetts Recreation Society . . . . .	1
Trust and Foundation Representative . . . . .	1
Superintendents of Public Schools . . . . .	1
New England Colleges . . . . .	1
Boy Scouts of America, Regional Office . . . . .	1
Girl Scouts of the U. S. A., National Branch Office . . . . .	1
Combined Jewish Philanthropies . . . . .	1
Camp Fire Girls, Inc., Region I . . . . .	1
Protestant (Community) Agencies . . . . .	1
Catholic (Community) Agencies . . . . .	1
Regional Resources Planning, University of Massachusetts . . . . .	1
Board of Directors, United Community Services . . . . .	2
New England Camping Association . . . . .	1
Interested Lay Community . . . . .	4

##### Ex-officio:

President, United Community Services

Executive Director, United Community Services

Director, RIG Division, United Community Services



*Section 3.* The term of office of the original appointed members, with the exception of the United Community Services members, shall be determined by lot as 1, 2, 3, 4, or 5 years and shall start immediately on inception of the Board of Outdoor Recreation and Open Space Planning and extend until January 1, 1967.

*Section 4.* Individuals shall not perpetuate themselves as members of the board and officers may not succeed themselves.

*Section 5.* Each year, thereafter, in the month of December, a committee composed of one representative of the original sponsoring body and representatives of various constituencies shall meet and recommend a new member for the term of five years to succeed the outgoing member.

*Section 6.* The Executive Director of United Community Services, the Director of the Recreation, Informal Education, and Group Work Division of United Community Services, and President of United Community Services are ex-officio members. Alternate membership status is non-assignable.

*Section 7.* In the event of the resignation of any Board member, or his death, inability to serve, or absence without acceptable reasons from three regular consecutive meetings, the Board chairman shall fill the vacancy until the following December, at which time the constituency mentioned in Section 5 shall submit a name for appointment to the body by the Board of Directors of United Community Services.

#### ARTICLE IV.

##### MEETINGS

*Section 1.* Regular meetings shall be held the first Monday of each month during the year, unless otherwise ordered by the Board.

*Section 2.* Special meetings shall be called by the Chairman or upon the written request of at least two members.

*Section 3.* All regular meetings will be held at the headquarters of United Community Services at 14 Somerset Street, Boston, Massachusetts.

*Section 4.* The regular January meeting shall be known as the Organization Meeting. The purpose of this meeting shall be the election and installation of officers, namely, the chairman and secretary; the presentation of the annual report by the implementation manager of Outdoor Recreation and Open Space Planning of United Community Services and other business matters that may need to come before such meeting.

*Section 5.* An agenda of business shall be submitted to all Board members one week prior to monthly meetings.

*Section 6.* The November meeting shall be for the approval of the budget for the coming fiscal year, as presented by the implementation manager through the office of the director of the RIG Division and the executive director of United Community Services.

*Section 7.* Thirteen members constitute a forum at any regular meeting or special meeting called.

*Section 8.* All meetings are open to the public.

#### ARTICLE V.

##### OFFICERS

*Section 1.* The officers of this Board shall be a chairman and a secretary who shall be elected at the organization meeting in January, to serve for one year or until a successor shall be elected and qualified.

*Section 2.* These officers, plus five elected members from the represented organizations and the director of the RIG Division of United Community Services shall constitute an executive board who shall act in emergencies. This executive board shall meet at any time and place deemed necessary by either officer.

#### ARTICLE VI.

##### DUTIES OF OFFICERS

*Section 1.* The Chairman shall preside at all meetings of the Board; appoint all committees; represent the Board at public affairs; and shall maintain the dignity and efficiency of the Board in all possible ways.

*Section 2.* The Chairman shall have the authority to conduct an inspection of outdoor recreation areas and sites at any time and to make a report to the Board or directly to the Director of RIG Division to get action on all deficiencies.

*Section 3.* The secretary shall keep a record of the proceedings of the Board. He shall read all official communications of the Board; write correspondence as directed by the Board; keep on file all important letters and replies thereto; and he is empowered to act in the absence of the Chairman.

#### ARTICLE VII.

##### ELECTIONS

*Section 1.* All officers shall be elected by ballot, nominations having been made from the floor. A majority of those present shall constitute election.

#### ARTICLE VIII.

##### DUTIES OF MEMBERS

*Section 1.* It shall be the duty of each member of the Board to take an active part in the direction of the Board's programs and to act in whatever capacity he may be called upon; to be loyal to the welfare of recreation research and education and to the community which it seeks to serve.

*Section 2.* All members shall serve without remuneration with the exception of the secretary who shall receive a salary of one hundred dollars (\$100), per annum.

*Section 3.* Any member is privileged to make at any time an inspection of recreation sites and areas under the jurisdiction of the Board, and to bring a report before the Board.

## ARTICLE IX.

### COMMITTEES

*Section 1.* Special committees shall be appointed by order of the Board as needs may arise. Such committees shall not necessarily be restricted to members of the Board. The chairman of any special committee shall be a member of the Board. Special committees might include acquisitions, land management and control, publications, culture and heritage, finance, staffing policies, legislation, pollution, long-range planning, programing, publicity, standards, and others needed to provide effective and efficient service to the Metropolitan area.

## ARTICLE X.

### AMENDMENTS

*Section 1.* The constitution may be amended at any regular or special meeting by a majority vote of those present and voting, provided notice of the proposed amendment has been given in writing to all Board members at least seven (7) days prior to said meeting.

## BY-LAWS

### ARTICLE I.

#### OPERATING FUNDS

*Section 1.* The Board shall have the authority to accept gifts and donations of money, land and other real property. All monies so donated shall be entrusted to the Treasurer of United Community Services of Metropolitan Boston.

### ARTICLE II.

#### FISCAL YEAR

*Section 1.* The fiscal year of the Board shall extend from January to December 31.

### ARTICLE III.

#### BUDGET

*Section 1.* The annual budget for the coming fiscal year must be approved by the Board at the November meeting.

### ARTICLE IV.

#### EXPENDITURES

*Section 1.* The Director of the RIG Division of United Community Services shall have the authority to contract for supplies, equipment, and the like up to one hundred dollars (\$100) per month without approval of the Board. However, he shall be held accountable to the Board for such actions and purchases consistent with the purposes of this corporation.

*Section 2.* All pending expenditures of over one hundred dollars (\$100) for the Board must be approved by the Board before contracting for same, with the exception of periodic payment on acquisition of property, personnel, and other budget items for the current year.

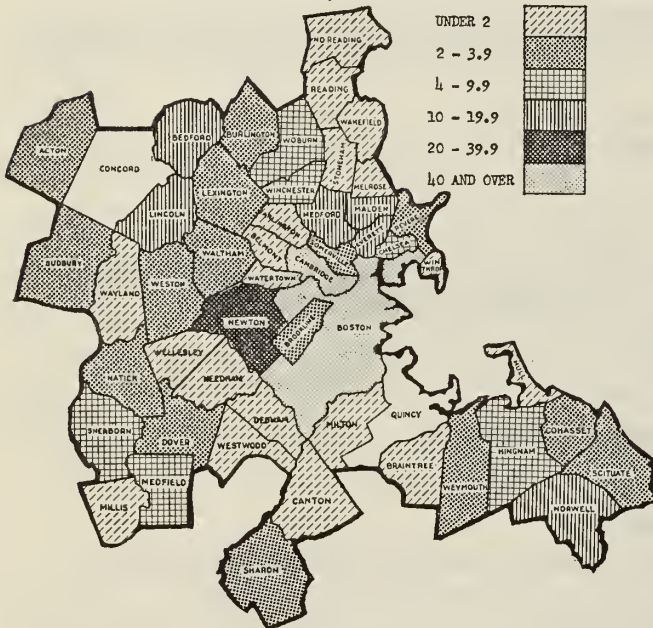
### ARTICLE V.

*Section 1.* The recreation funds can only be expended for lawful purposes.

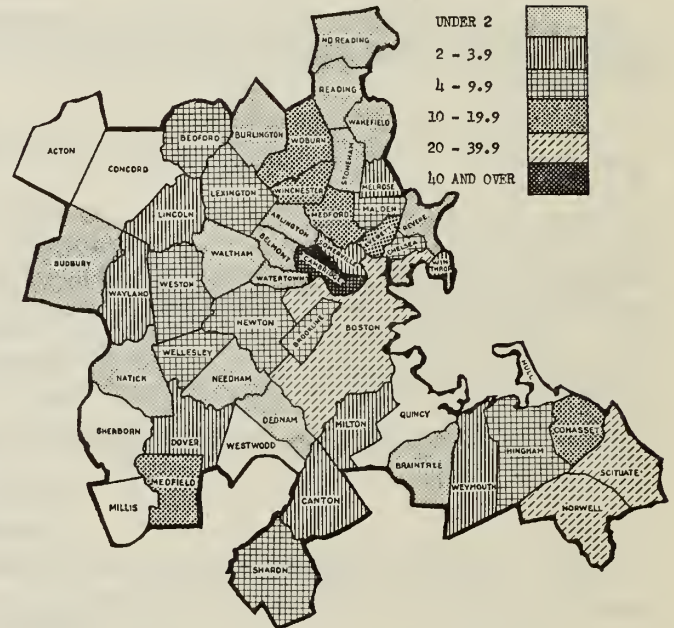


# Ratio of Negroes in Population 1900-1960

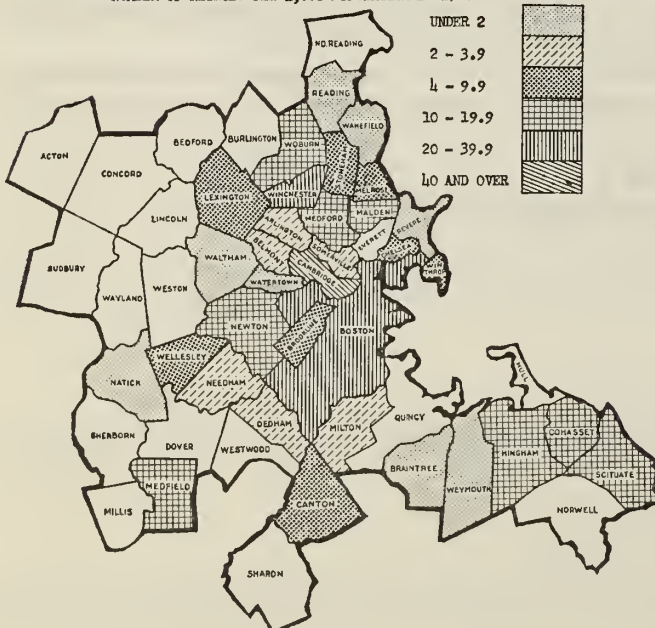
NUMBER OF NEGROES PER 1,000 POPULATION IN 1960



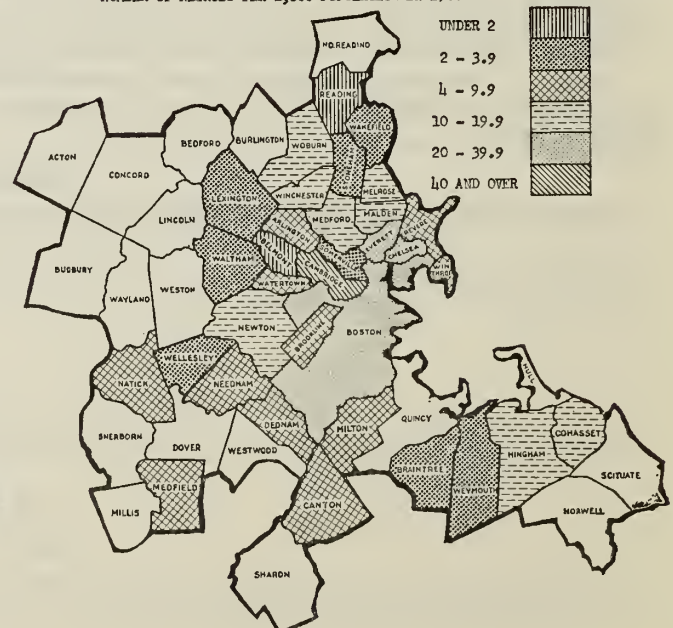
NUMBER OF NEGROES PER 1,000 POPULATION IN 1940



NUMBER OF NEGROES PER 1,000 POPULATION IN 1920



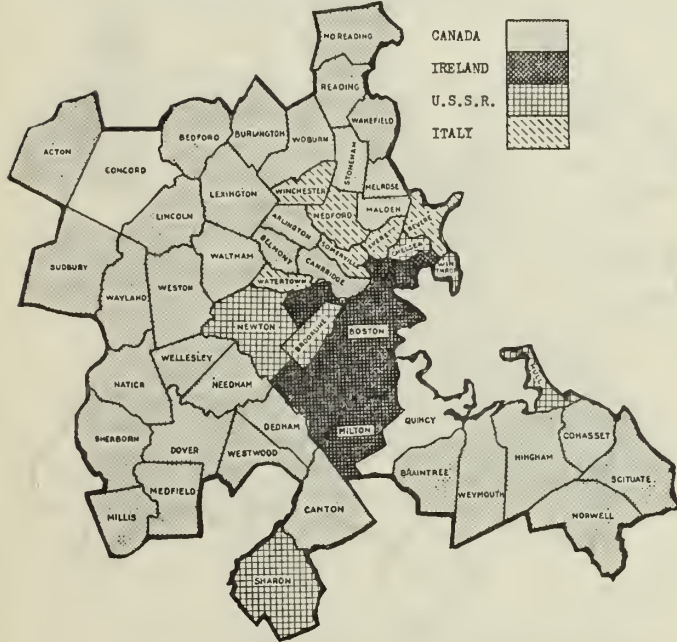
NUMBER OF NEGROES PER 1,000 POPULATION IN 1900





# Foreign Born Distribution in Metropolitan Boston

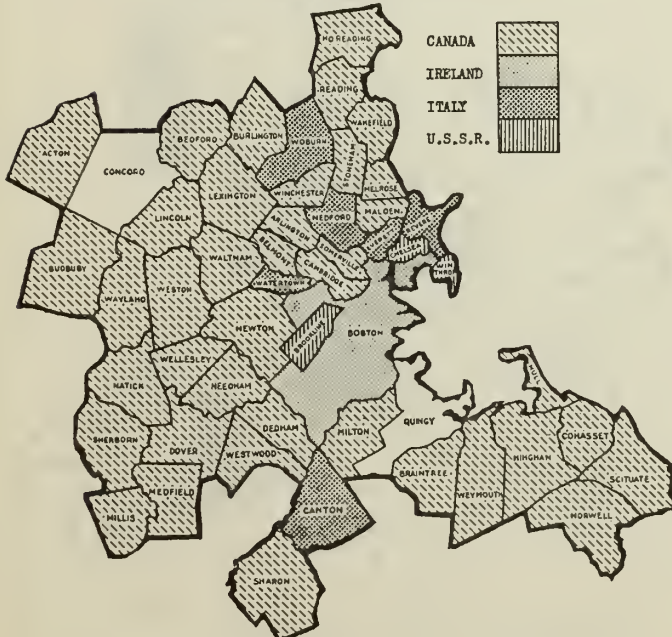
LARGEST GROUP OF FOREIGN BORN IN 1960



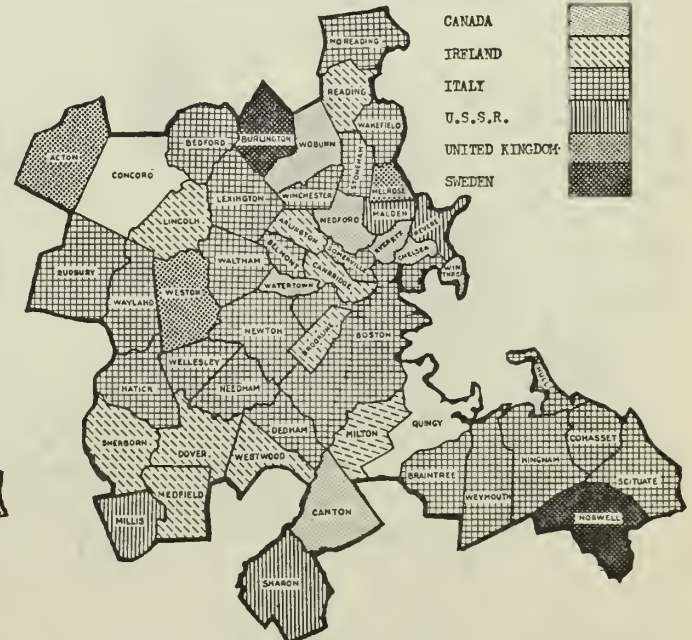
SECOND LARGEST GROUP OF FOREIGN BORN IN 1960



LARGEST GROUP OF FOREIGN BORN IN 1950



SECOND LARGEST GROUP OF FOREIGN BORN IN 1950



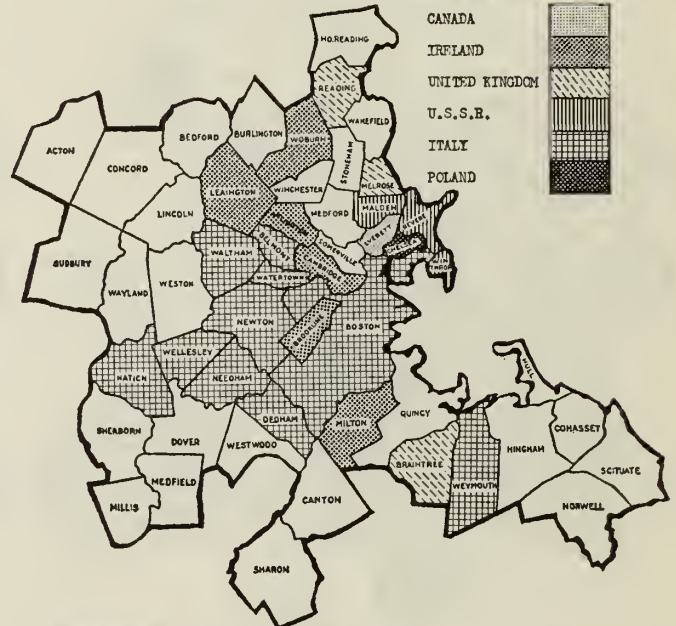
# Foreign Born Distribution in Metropolitan Boston

LARGEST GROUP OF FOREIGN BORN IN 1940



NOT SHOWN FOR TOWNS WITH POPULATIONS LESS THAN 10,000

SECOND LARGEST GROUP OF FOREIGN BORN IN 1940



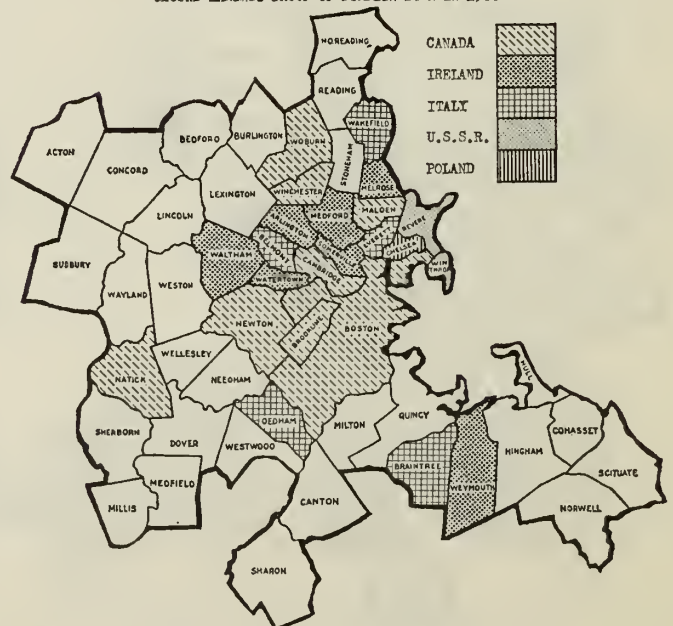
NOT SHOWN FOR TOWNS WITH POPULATIONS LESS THAN 10,000

LARGEST GROUP OF FOREIGN BORN IN 1920



NOT SHOWN FOR TOWNS WITH POPULATIONS LESS THAN 10,000

SECOND LARGEST GROUP OF FOREIGN BORN IN 1920



NOT SHOWN FOR TOWNS WITH POPULATIONS LESS THAN 10,000



# Foreign Born Distribution in Metropolitan Boston

LARGEST GROUP OF FOREIGN BORN IN 1895



SECOND LARGEST GROUP OF FOREIGN BORN IN 1895



## APPENDIX F

### CONSTITUTION and BY-LAWS of the MASSACHUSETTS ASSOCIATION OF CONSERVATION COMMISSIONS Adopted February 16, 1961

#### 1. NAME

The name of this voluntary, non-profit unincorporated association shall be "Massachusetts Association of Conservation Commissions," herein called "the Association."

#### 2. PURPOSES

The Association shall engage in education of Massachusetts citizens in the preservation, management and use of open areas for the public goods of conservation of natural resources, recreation, and preservation of natural beauty, and in furtherance of this purpose, to publish written materials, to conduct conferences, to advise as to beneficial legislation and to cooperate with organizations and governmental bodies with similar aims.

No property of the Association shall ever insure to the benefit of individuals.

#### 3. MEMBERSHIP

a. All Conservation Commissions established under General Laws, Chapter 40A section 8 shall be members upon payment of dues.

b. *Individual Members.* Individuals who are not officers or on the governing boards of members shall be eligible for individual membership upon such criteria as the board of directors shall prescribe.

c. *Honorary Members.* The Commissioner of Natural Resources, and the members of the Joint Committee on Natural Resources of the General Court shall be Honorary Members together with such other individuals as may be elected by the members.

#### 4. OFFICERS and DIRECTORS

The officers shall be a president, a first vice-president, a second vice-president and an executive secretary-treasurer. The officers and three directors shall comprise the board of directors. Officers and directors shall be elected for terms of one year and until their successors are elected.

#### 5. VOTING

Each member commission shall be entitled to one vote, to be cast by its ranking officer who is present or by one of its delegates so authorized. The casting of the vote of any member without objection from the floor by a fellow delegate from the same member shall be conclusively presumed to represent authorized action. Individual and Honorary Members shall not vote.

#### 6. DIVISIONS

The Association may authorize Divisions in one or more areas of the Commonwealth. Each shall be composed of members and shall elect a Chairman, a Vice-Chairman and a Secretary-Treasurer for one-year terms.

The Association shall defray all the expenses of its Divisions.

#### 7. MEETINGS

The Annual Meeting of the Association shall be held in May on four weeks' written notice. Annual meetings of Divisions shall be held in October of each year. Special meetings of the Association shall be held at the call of the President, on request of a majority of the board of directors or ten per cent of the members. Special meetings of Divisions shall be held on the call of the Chairman, the other two officers, or of ten per cent of the members.

#### 8. DUES, CHARGES, PROPERTY

The Association's fiscal year shall be the calendar year. The board of directors shall establish and may from time to time revise a schedule of dues for the several classes of members and Divisions. Honorary Members shall be exempt from dues. It may charge sums for printed matter, conferences and other activities in addition to dues. It may receive gifts of personal property and may manage the same.

Any member who is delinquent in payment of dues for six months shall be ineligible for renewed membership for another six months.

#### 9. POWERS OF BOARD OF DIRECTORS

The board of directors shall meet at least quarterly on the call of the President or Secretary.

The board of directors shall manage the property of the Association, shall determine the compensation of the executive-secretary, shall appoint and fix the compensation of other employees, if any, may authorize the execution of contracts, may fill vacancies in its number or among the officers, may appoint committees and remove the same, and shall have all other powers of the Association other than those inherent in the titles of the officers or specifically delegated to the members. The Association's mailing address shall be that of the Executive Secretary.



## 10. NOMINATIONS

In February of each year the Board of Directors shall appoint three persons who are on member boards but not officers or directors as a nominating committee and two persons as an auditing committee. These committees shall report to the annual meeting a slate of officers and an audit of the treasurer's books.

Other nominations for any office may be made by five (5) votes at an Annual meeting. If any such nominations are made, the election shall be, on request of any person entitled to cast the votes of a member, by written ballot.

11. This CONSTITUTION and BY-LAWS may be amended by two-thirds of the votes cast at any annual meeting without special notice or at any special meeting called by two weeks' written notice which shall state the substance of the proposed change.

Room 505  
84 State Street  
Boston, Massachusetts  
LA 3-3060

April 1961

### BULLETIN NO. 1

#### MASSACHUSETTS ASSOCIATION OF CONSERVATION COMMISSIONS

#### LEGAL TOOLS FOR PRESERVING OPEN SPACE

By Stuart DeBard, Esq.

##### A. THE ZONING TOOL

One-acre lots are constitutional. (Simon v. Town of Needham, 311 Mass. 560.)

1. Flood Plain Zoning (Ch. 40A, Sec. 2)

2. Agricultural Zone?

3. Master Plan shows proposed green strips.

##### B. THE SUBDIVISION TOOL

(Ch. 41, Sec. 81-L-81-EE)

Cluster Zoning with green areas is possible kind of subdivision.

##### C. THE PARK-PLAYGROUND TOOL

(Ch. 40, Sec. 3; Ch. 45, Secs. 3, 14)

Under subdivision control. (Ch. 41, Sec. 81-Q)

Encourage and preserve semi-public open areas, too.

##### D. PUBLIC DOMAIN TOOL

(Ch. 45, Sec. 14)

"Culture of forest trees or the preservation of the water supply." Cooperate with Town Forest Committees.

##### E. SHORE RESERVATIONS TOOL

(Ch. 45, Sec. 23-A-C)

Acts 1960. Ch. 236 — Ch. 40, Sec. 5 (53)

##### F. CONSERVATION COMMISSION TOOL

Ch. 40, Sec. 8-C, as amended by Acts of 1961, Ch. 258

Ch. 40, Sec. 5 (3) 51, as amended by Acts of 1959, Ch. 208

#### CONSERVATION OF OPEN LANDS UNDER CH. 40, SEC. 8-C

##### I. PURCHASES IN FEE

A. These need not be voted individually at town meeting unless part of a 50-50 reimbursement plan.

B. Town can divert use to another public purpose without compensation.

Lowell v. Boston 322 Mass. 709, 730.

##### II. GIFT OR PURCHASE OF CONSERVATION EASEMENT

A. Authorized as public purpose by Acts of 1961, Ch. 258, amending Ch. 40, Sec. 8-C.

B. The precedents: Boston Metropolitan Park Commissions, Ch. 463, Acts of 1898. Bay Circuit Acts of 1956, Ch. 631. The following is an outline of William Whyte's pamphlet, "Conservation Easements," published for \$3.00 as T. B. 36 by Urban Land Institute — 1200 18th Street, N. W., Washington, D. C.

##### C. THE PUBLIC PURPOSE

Every parcel or right accepted as a gift or bought (there is no power to take by eminent domain) *must* be justified by a "good" which is primarily public.

1. Some individuals may benefit.

2. No one *has* to suffer.

3. The public doesn't *have* to have access.
4. The "good" may consist of
  - a. Water table maintenance
  - b. Agricultural land
  - c. Recreation (needed for 50-50 plan)
  - d. Control of urban sprawl.

#### D. THE LIMITS OF ZONING

The police power depends on the public "health, safety and welfare." Beyond a still undefined limit, municipalities cannot forbid the use of land. They may, however, buy it, or an interest in it, if the public needs it.

#### E. JUST COMPENSATION

Some easements, such as those for a railroad, are worth the full value of the land. Others, such as scenic easement, one against building, or one for public access, should cost a quarter to a half of full value, and (1) The town would continue to receive taxes on it. (2) The parcel would stay in use — as a farm, as a game preserve, a private wood lot, etc.

#### F. GIFTS

Only large, useful tracts should be accepted. A gift of an easement for a limited period or a lease is possible. (See L. for gifts in Trust.) The donor gets a charitable deduction on his Federal income tax.

#### G. THE TAX QUESTION

One or two developments in a town may lead to general increases in taxation of raw land, forcing some owners to sell their land whether or not suitable for development. Surrender of development rights to a conservation commission should freeze assessment.

However, adjoining land may rise in value because of the dedication. The owner of land subject to an easement normally (a) cares for the land. (b) Pays taxes on it at the old assessment rate.

The town's tax dollar should go farther than by purchases or gifts in fee. There are no Massachusetts cases yet.

#### H. THE TOWN PLAN

Public confidence is essential to Conservation Commissions. Agree with your Planning Board as to your most ambitious needs for green areas, show them on a plan, get the Finance Committee to recommend the funds, and then you get as many deeds as possible, whether in fee, in trust or of easement, by gift or by purchase.

#### I. THE DEED OF EASEMENT

1. Should be recorded in Registry of Deeds.
2. Needs only assent of Conservation Commission and Selectment, not Town Meeting (except 50-50 plan).
3. Should include "conservation easements" or other statement of purpose.
4. The restrictions should be stated with residual rights reserved to owner.
5. A method of variance upon change of condition should be spelled out.
6. If eminent domain rights are used by anyone on the parcel, the easement becomes void and the whole title reverts to the owner who thus receives the award.

#### J. FINANCING

1. Town may appropriate 1/20 of the prior year's assessed valuation up to \$15,000 which "may be placed in a conservation fund and allowed to accumulate from year to year." Ch. 40, Sec. 5 (51).
2. Special assessment.
3. Proceeds of eminent domain.
4. State 50-50 plan.
5. Proposed Federal plan.

#### K. PRIVATE AND REGIONAL AGENCIES

1. The role of private trusts and corporations.
  - a. No access to tax funds.
  - b. Possible denial of income tax or real property tax deductions or exemptions.
2. The role of Metropolitan and Regional governmental units in planning and land acquisition.
3. The State government's role.

#### L. GUIDELINES FOR GIFTS OF LAND TO MUNICIPALITIES

There is a type of gift of land (in fee or by easement) which is proof against even legislative interference — short of eminent domain.

We thank Owen Tudor, Robert Emmons and Samuel Wilkinson, Boston lawyers, for the following:

Many charitable donors contemplating a gift of land to municipalities for park and similar public purposes hesitate because they lack assurance that the land will always be devoted to the intended purpose. This memorandum will attempt to provide some suggestions helpful to the hesitant donor in light of pertinent Massachusetts law.

Two major problems exist in the area: first is the form of gift, and second is the means of enforcing its objects. It seems clear on the first point that maximum protection will be afforded if the terms of the deed or will be which the property is transferred spell out a gift in trust. Land given outright to a city or town for park purposes cannot be used for purposes inconsistent with that use without specific legislative authority, but all is lost once the diversion is authorized. If the land is given *in trust* for a particular purpose, the Supreme Judicial Court has indicated that the legislature may authorize diversion to another inconsistent use only by the exercise of the right of eminent domain. Such a taking at least would assure adequate compensation for the use destroyed, and the foresighted donor will provide a method for applying the resulting fund to related purposes. This will avoid the problem of having to present a plan for the application of the funds to a court for approval. Whether the donor specifies the conserva-



tion fund of the town or some other means of applying funds received from damages payments or other income, it would be well for him to keep this problem in mind and make some provision for the eventuality.

It should also be kept in mind as a practical matter in drawing the trust purposes that the more restrictive the gift in its terms for use of the land, the more pressure there may be for the diversion to other public purposes.

The second problem in making a gift of land to a town or city is the problem of enforcement. If no provision is made for seeing that the trust is administered according to its terms, the Attorney General is the only person who will have standing to do so. This can be highly unsatisfactory as the case of the Arnold Arboretum indicated. In some circumstances, a statutory procedure by ten taxpayers of the county or municipality may be available by leave of court. Mandamus is another possible remedy. But the significant fact is that the donor or his representatives have no standing per se to enforce the trust, and the three methods above all can have their drawbacks. It is suggested, therefore, that the donor create or provide for a body of trustees to supervise the administration of the trust and enforce its due application. This could be done either by creating a self-perpetuating Board of Visitors or naming some other group such as the town's conservation commission for the purpose.

Such devices as a fee simple determinable or fee simple subject to right of entry are advised against unless the donor wishes to protect against the town using the property for an inconsistent use during his lifetime or other lives in being. By statute these interests must come about within this period, and if they don't, the municipality will hold the property in fee simple absolute after 30 years. In the long run this could defeat the donor's intent entirely. It is to be noted that this memorandum is concerned with gifts to municipalities; a donor could always give land to private trustees to be held for public purposes, but for the sake of coordination of conservation, park and other purposes, it is felt that such a gift is better made to the town.

Summarizing the suggestions for making a gift of land to a municipality, the donor and his draftsman should keep in mind these principles:

1. Make the gift *in trust* for the particular purposes the donor desires.
2. Provide for application of any income from property or proceeds of any taking.
3. Provide for a diligent group of trustees to oversee the trust in later years and enforce its provisions.

## BULLETIN NO. 2

### MASSACHUSETTS ASSOCIATION OF CONSERVATION COMMISSIONS

#### FORMS OF DEEDS FOR PURCHASE OR GIFTS OF FEE OR EASEMENT WITH COMMENTS

By Stuart DeBard, Esq., Secretary-Treasurer  
84 State Street  
Boston, Massachusetts

A publication of this Association entitled "Legal Tools for Preserving Open Space" (April, 1961) surveyed Massachusetts statutes for preservation of open spaces and outlined the uses of easements. This publication presents forms which are believed best for the various situations which Commissions will encounter. Comments are given to the several forms to give Commission members an idea of what they should ask for and to assist legal counsel for Commissions and grantors. In early 1962, if funds permit, these matters will be expanded into pamphlet form.

#### FORM I. PURCHASE IN FEE

John Doe and Mary Doe, husband and wife (etc.), for consideration paid, hereby grant to the Town of.....with Quitclaim Covenants the land situated in said Town of....., County of....., Commonwealth of Massachusetts, and bounded and described as follows:

Northerly.....  
Easterly.....  
Southerly.....  
Westerly.....

containing.....square feet of land, more or less, according to a plan.....(describe plan by surveyor's name, date, and recording data).

For our title, see deed of.....to the grantors dated.....and recorded with.....  
County Deeds, Book....., page.....

Said real property is conveyed to said Town under the provisions of General Laws, Ch. 40, Sec. 8-C as it may hereafter be amended to be managed and controlled by the Conservation Commission of the Town of.....for the promotion and development of the natural resources and for the protection of the watershed resources of said Town.

Subject to taxes for the year 196 .

WITNESS our hands and seals (etc.)

(Documentary Stamps)

Signatures

Acknowledgment before  
Notary Public

APPROVAL

We the undersigned Board of Selectmen of the Town of.....hereby approve the receipt of the within deed under G. L., Ch. 40, Sec. 8-C.

.....  
.....  
.....

(To be recorded in the Registry of Deeds.)

COMMENTS

(Only Town procedures are mentioned herein for brevity's sake. Cities should adapt these remarks to their own needs.)

A. STATUTES

See Ch. 40, Sec. 8-C, as amended by Acts 1961, Ch. 258. For "self-help, 50-50 state assistance," see G.L., Ch. 132-A, Sec. 11 as added by Ch. 517 of Acts of 1960.

B. PROCEDURE

The Town has to take title; not the Conservation Commission. As a Town vote is needed under the 50-50 plan, the selectmen's approval is needed. A two-thirds Town meeting vote is required to transfer purchased land to another municipal use. G.L., Ch. 40, Sec. 15A. Lowell v. Boston, 322 Mass. 721.

C. TAXES

The Commission might assume all the taxes for the year of conveyance as part of the payment or as a nice gesture in the case of gifts.

FORM II. GIFT IN FEE

We, John Doe and Mary Doe, husband and wife (etc.) release, grant and dedicate to the Town of....., without covenants, the land in said Town of....., bounded and described as follows:

Northerly.....  
Easterly.....  
Westerly.....  
Southerly.....

containing.....square feet, more or less, according to a plan entitled.....and recorded.....

BUT NEVERTHELESS IN TRUST upon the following terms and conditions:

1. Such Town shall be Trustee under this trust.
2. The Conservation Commission of the Town of.....shall manage and control the property conveyed to this charitable trust and shall constitute a board of visitors to enforce and preserve this trust. As such it may take appropriate legal action, in lieu of action by the Attorney General. If it should cease to exist, such powers shall devolve upon the Board of Selectmen.
3. The Trust property shall be used for the purposes authorized by General Laws, Ch. 40, Sec. 8-C as it may hereafter be amended, and other Massachusetts statutes relating to Conservation, including the protection and development of the natural resources and the protection of the watershed resources of the Town of.....
4. If the Trust property or any interest or part thereof should be taken by eminent domain by any body corporate or politic, the net proceeds of the award shall be added to the Conservation Fund of said Town and thereafter be devoted to said purposes.
5. This trust shall become effective upon the acceptance of this deed by said Town, acting through its Board of Selectmen so authorized by G.L., Ch. 40, Sec. 8-C.

For our title see (etc.)

Subject to real estate taxes for the year 196 assessed by said Town.

This conveyance is made without consideration.

IN WITNESS WHEREOF, (etc.)

Signatures

(NO Documentary Stamps)

Acknowledgment before  
Notary Public

APPROVAL

We the undersigned Board of Selectmen of the Town of.....hereby approve the receipt of the within deed under G.L., Ch. 40, Sec. 8-C.

.....  
.....  
.....

(To be recorded in the Registry of Deeds)



## COMMENTS

### A. GRANTING CLAUSE, MORTGAGE

Neither a warranty nor a quitclaim deed is appropriate to a gift as they warrant either that the title is perfect or that the grantor has made no encumbrances. A release deed is adequate. A release or partial release of any mortgage covering the property might well be obtained from any mortgagee bank. If there is a mortgage, at least a letter from the bank should be obtained by the grantor, assenting to his deed, to avoid a technical breach of the mortgage. "Dedicate" is explained, below, IV-C.

### B. WHY A "TRUST"?

An express trust is recommended for gifts because the Conservation Act has no express prohibition upon transfer of Conservation lands such as G.L., Ch. 45, Sec. 7 gives to "parks." (These can be "forever kept open" with minor exceptions unless the legislature wills it.)

Towns may generally sell and/or transfer land between departments except that G.L., Ch. 40, Sec. 15-A prohibits transfer of land in violation of a term on condition in the title. A trust is such a term or condition.

The Courts often find that a gift to a town for "the purposes of a public park," for "patriotic . . . purposes," are only descriptive of the uses which were then contemplated and not binding. See *Loomis v. Boston*, 331 Mass. 129, 132. See *MacDonald v. Street Comrs.* 268 Mass. 288, 294-7. Thus an express trust is preferred to an implied trust. If there is no express "trust," it might take a court to find one. *Nikols v. Comrs. of Middlesex Co.*, 1960 A.S. 687. If an express trust is declared or implied even the legislature cannot authorize a diversion of purpose. *Codman v. Crocker*, 203 Mass. 146, 150, 151. *Gary Library v. Bliss*, 151 Mass. 364, *Adams v. Plunkett*, 273 Mass. 453. Eminent domain must be used if land given in trust is to be diverted. *Brown v. Metropolitan District Commission*, 325 Mass. 731, 734.

A trust is preferred to a reverter, which may fail (G.L., Ch. 184-A, Sec. 3) or to a condition or a restriction.

Analogous statutes give Towns the power to be trustees of land. G.L., Ch. 40, Sec. 3, Ch. 45, Sec. 3, Ch. 214, Sec. 3 (Clause 11).

### C. VISITING COMMITTEE

A charitable trust can normally be enforced by the Attorney General or, by leave, by ten taxable inhabitants. (G.L., Ch. 214, Sec. 3 (Cl. 11)) A better plan is to create a board or committee to have this responsibility. *Trustees of Andover Seminary v. Visitors*, 253 Mass. 256, 270. *Adams v. Plunkett*, 274 Mass. 453. See *Briggs v. Merchants National Bank*, 323 Mass. 261, 278.

### D. EMINENT DOMAIN

The use of the proceeds of eminent domain for the Conservation Fund makes it clear that such monies would not go to the "E & D" Account. Ch. 40, Sec. 3 (51).

### E. CLUSTER ZONING

A promising field for gifts to Conservation purposes is the increasing use of zoning by-laws permitting lot frontages and areas less than otherwise required if the land saved is preserved as a natural area. See North Andover & Sharon Zoning by-laws. The real estate developer should not retain the reserved areas. In Weston and other towns, developers have donated these to Conservation Commissions. Special "Whereas" clauses and provisions for access should be included in such deeds which can also be in trust. It is doubted that a Commission should accept a plot if access is to be limited to the abutters.

### F. PRIVATE LAND TRUSTS

This Association and this pamphlet deal with gifts to towns. A foolproof legal device is suggested so that donors can confidently give land to Towns without fear that it will be diverted to use for a fire station, a school, etc. for which the municipality should pay. Gifts to charitable corporations or to private land trusts do offer this security. However, such gifts have the disadvantages that the tax benefit to the donor may have to be proved in each case. Since they are not part of a town-wide plan of open areas, public monies cannot assist in acquiring land which will benefit the public and public monies cannot be used for maintenance. Private conservation clubs can be of great value to a Commission along with garden clubs, service and youth groups.

## FORM III. DEED OF EASEMENT (Over whole parcel)

We, John Doe and Mary Doe, husband and wife (etc.) grant, release and dedicate to the Town of..... certain interests hereinafter described in real property owned by us, situated on.....Street, in said Town of....., County of....., Commonwealth of Massachusetts, bounded and described as follows:

Northerly.....  
Southerly.....  
Easterly.....  
Westerly.....

Containing.....square feet according to a plan entitled, etc. For our title see Deed etc.

The rights herein conveyed and dedicated are for the promotion and development of the natural resources and for the protection of the watershed resources of said Town under G. L., Ch. 40, Sec. 8-C as it may hereafter be amended to be managed and controlled by the Conservation Commission of said Town in accordance therewith.

We hereby grant, release and dedicate a perpetual easement and restrictive right that no building or fence will be erected, placed or permitted to remain (other than an existing building or fence which is described) and no filling of or dumping upon said land will be done by us or permitted by us.

(OPTIONAL: Also that the inhabitants of the said Town may pass and repass upon said land for purposes of hunting, fishing, hiking or nature study so long as the Town by its said Conservation Commission enforces reasonable regulations established and from time to time amended by it to prevent injury to domestic animals, growing crops including trees, violations of law or acts of nuisance. Such regulations may (shall) prohibit fires, camping or other uses and all access during a period of danger from fires. This clause shall become null and void upon the recording of an affidavit in the Registry of Deed by us, our administrators, executors, heirs or assigns stating a violation hereof, the fact of failure to remedy the same upon written notice to said Commission sixty (60) days prior to the affidavit and a statement that the same violation has continued.)

Except as above provided, such easement and restrictive right shall run with our said land and shall bind us and each of us and our respective executors, administrators, heirs and assigns.

(OPTIONAL: All rights not expressly given herein are reserved to us including (select as needed) the right to conduct any type of agricultural or forestry activity therein and this deed is to be construed so as not to interfere therewith in any material respect.)

IN WITNESS WHEREOF, (etc.)

(NO documentary stamps)

Signatures  
Acknowledgment; Approval by  
Selectmen

#### COMMENT

- A. The above is a form for an easement of a separately described lot, which will stay in use as a farm, a commercial forest, etc. See comments below as to general problems as to easements.
- B. Use "grant," "for consideration paid," and "with Quitclaim Covenants" if the easement is purchased. (See Form I)
- C. A lease or an easement with a time limit are possible.

#### FORM IV. DEED OF EASEMENT (Over a strip, marsh, etc.)

We, John Doe and Mary Doe (etc.) grant, release and dedicate (etc. as in Form III).

. . . a perpetual easement and the development right with respect to that portion of our land situated on the easterly side of the . . . River in said Town of . . . which is located One Hundred (100) feet from the thread of the stream (or bank) whereby no building or fence will be erected, placed or permitted to remain upon said portion of our land and no filling or dumping will be done by us or permitted by us.

(OPTIONAL: The inhabitants of the said Town and their guests may pass and repass upon such portion of our land for purposes of [hunting, fishing, nature study, etc.] but the said Town is not hereby permitted to construct any paths thereon nor to place any objects thereon.)

Such easement and development right shall run with our said land and shall bind us and each of us and our respective executors, administrators, heirs and assigns.

IN WITNESS WHEREOF, etc.

Signatures  
Acknowledgment; Approval by  
Selectmen

#### COMMENTS

##### A. STATUTES

"Development rights," "Easements" and "Covenants" are specifically permitted to Conservation Commissions by Ch. 258 of Acts of 1961, Amending Ch. 40, Sec. 8-C. See "Legal Tools for Preserving Open Spaces," pp. 2-4, for outline treatment of the uses of easements for conservation purposes.

##### B. TAXATION

If the owner has given valuable property rights to the Town by easement or, of course, in fee (Rev. Rul. 57-511), he is entitled to a charitable deduction on his Federal Income Tax (I.R.C. 170 (c) (1)) and his death taxes will be reduced. If his land has been assessed for local taxes as potential building lots, he should get an abatement. If not, the valuation should not be increased above that of other vacant land.

If the land should ever be taken for taxes, the purchaser at a tax foreclosure sale would take "subject to and have the benefit of all easements and restrictions . . . over said land and . . . all covenants running with said premises." G.L., Ch. 60, Sec. 45. Thus easements over land reduce its value for taxation. The "restrictions" mentioned means those affecting use. See *Crocker-McElwain Co. v. Assessors of Holyoke*, 296 Mass. 338, 34g.

##### C. DEDICATION

There is a general rule that if a negative easement is to "run with the land" (and thus be good after the original owner dies or sells his land) it must benefit the land of the holder of the "dominant" estate. Owen Tudor, Esq. (whose assistance is gratefully acknowledged for a number of citations herein) is of the opinion that *Middlefield v. Church Mills Knitting Co.*, 160 Mass. 267, does not necessarily hold that a town may hold an easement in perpetuity unless it owns adjacent land. (See *Belmont v. Mass. Amusement Corp.*, 333 Mass. 565.) However, other statutes besides Ch. 40, Sec. 8-C have granted governmental bodies the right to receive easements (Acts 1898, Ch. 463, Acts 1956, Ch. 631). The older device of "dedication" should also be used to avoid any doubt that a good easement is created. *Lowell v. Boston*, 322 Mass. 709, 728, 730. *Horn v. Crosthill Homes, Inc.*, 340 Mass. 362. Acceptance by the Town should be amply demonstrated by the approval of the Selectmen and by recording.



#### D. PUBLIC ACCESS

As can be seen, it may take a number of words to provide proper safeguards for public access under an easement. Easements of view alone are proper. *Attorney General v. Vineyard Grove Co.*, 181 Mass. 507. It is believed that land subject to such an easement may be counted toward meeting zoning lot size requirements. (See *Welfare (etc.) Assn. v. Krieger*, 226 Wis. 105) Sometimes only the right of passage may be desired, as in giving access to a pond. Sometimes it may not be desired, as for very wet marshes or an intensively farmed area. No objection is known to taking a grant of development rights (to keep taxes down) if there is a provable benefit to the town, and permitting the owner to charge for fishing in stocked ponds or hunting in a stocked wood.

#### E. MANAGEMENT

Commissions can execute contracts to maintain or preserve lands "controlled" by them. Presumably they can hire men, buy chain-saws and other equipment and run a department. Within the permissible appropriation ceiling, it seems better to enlist the aid of the departments of Public Works, Tree & Park, Highway and Police plus lots of volunteer help.

#### F. USE OF OTHER STATUTES

A Commission in a smaller town should consider acquiring the powers of a Playground Commission (G. L., Ch. 45, Sec. 14), a Forest Committee (G. L., Ch. 45, Sec. 21) run for election as Park Commissioners (G. L., Ch. 45, Sec. 2) or work with those groups, if already established, in acquiring land. These statutes usually require a two-thirds vote of town meetings but eminent domain is permitted. They should advise the planning board as to green areas on master plans, as to Flood Plain Zoning (G. L., Ch. 40, Sec. 2), Cluster Zoning and reservations of playgrounds in subdivisions (G. L., Ch. 41, Sec. 81-L). They should advise the Selectmen as to Tax Title land (G. L., Ch. 60, Sec. 77) and as to Shore Reservations (G. L., Ch. 45, Sec. 23 A-C). Expenditures by a Town under these other statutes are not limited in amount and are in addition to those for Conservation. Commissions are appointed by boards of Selectmen and ought to keep them fully informed.

### CONCLUSION

This paper seeks to show that "Where There's a Will, There's a Way" — a way to acquire land or rights over land which should be saved for posterity. The "will" must be intelligently exercised. If the broad powers entrusted to us are used capriciously to stop development on dry, level, buildable land, the Legislature can take them away.

The Association does not warrant the above forms and comments to be exhaustive or applicable to every case. Lawyers can be retained for Commissions *only* by vote of the Selectmen. Ask Town Counsel first for technical help. In most cases a surveyor's plan of the land to be acquired should be prepared by the Commission if a plan is not already on record. The cost of title searches is not indicated as to gifts of the fee or of easements. Signatures of spouses are necessary. Get an appropriation and spend it wisely.

### BULLETIN NO. 3

#### MASSACHUSETTS ASSOCIATION FOR CONSERVATION COMMISSIONS

#### CONSERVATION LAWS IN MASSACHUSETTS

By Stuart DeBard, Esq., Secretary-Treasurer  
84 State Street, Boston, Mass.

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2. Massachusetts Conservation Fund Act, with comments.
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7. CONCLUSION

This pamphlet amplifies some points raised in "Legal Tools for Preserving Open Space," of April, 1961, and "Forms of Deeds for Purchase or Gift of Fee or Easement" (Bulletin No. 2) of October, 1961, but does not replace either. These pamphlets plus "Revised Manual for Municipal Conservation Commissions (1961)" (19 pages) should provide answers to most technical questions. Massachusetts Conservation Law (119 pages) should be consulted.

This Bulletin attempts to instruct the layman while giving the attorney some help in a new and growing field of law.

#### 1. MASSACHUSETTS CONSERVATION ACT

*Chapter 40, Section 8-C*, as amended by Acts of 1961, Ch. 258, reads as follows:

"A city or town which accepts this section may establish a conservation commission, hereinafter called the commission, for the promotion and development of the natural resources and for the protection of the watershed resources of said city or town. Such commission shall *conduct* researches into its local land areas and shall seek to *coordinate the activities of unofficial bodies* organized for similar purposes, and may advertise, prepare, *print and distribute books*, maps, charts, plans and pamphlets which in its judgment it deems necessary for its work. It shall *keep an index of all open areas* within the city or town, as the case may be, with the plan of obtaining information pertinent to proper utilization of such open areas, including lands owned by the commonwealth or lands owned by a city or town. It shall *keep an index of all open marsh lands*, swamps and all other wet lands in a

like manner, and may *recommend* to the city council or selectmen and, subject to the approval of the city council or selectmen, to the department of natural resources and to the state reclamation board, *a program* for the better promotion, development or *utilization of all such areas*. It shall *keep accurate records* of its meetings and actions and shall *file an annual report* which shall be printed in the case of towns in the annual town report. The Commission may appoint such clerks and other employees as it may from time to time require. The Commission shall consist of not less than three nor more than *seven* members. In cities the members shall be appointed by the mayor, subject to the provisions of the city charter, except that in cities having or operating under a Plan D or Plan E form of city charter, said appointments shall be by the city manager, subject to the provisions of the charter; and in towns they shall be appointed by the selectmen, excepting towns having a manager form of government, in which town appointments shall be made by the town manager, subject to the approval of the selectmen. When a commission is first established, terms of the members shall be for one, two or three years, and so arranged that the terms of approximately one-third of the members will expire each year, and their successors shall be appointed for terms of three years each. Any member of a commission so appointed may, after a public hearing, if requested, be removed for cause by the appointing authority. A vacancy occurring otherwise than by expiration of a term shall in a city be filled for the unexpired term in the same manner as an original appointment and in a town in the manner provided in section eleven of chapter forty-one. *Said commission may receive gifts of property, both real and personal, in the name of the city or town, subject to the approval of the city council in a city or the selectmen in a town, such gifts to be managed and controlled by the commission for the purposes of this section. Said commission may acquire by gift, purchase, grant, bequest, devise, lease or otherwise the fee in such land or water rights, or any lesser interest, development right, easement, covenant, or other contractual right including conveyances on conditions or with limitations or reversions, as may be necessary to acquire, maintain, improve, protect, limit the future use of or otherwise conserve and properly utilize open spaces and other land and water areas within their city or town and shall manage and control the same."*

#### A. THE TOWN TAKES TITLE

The last sentence, specifically authorizing easements, was added in 1961. The Association believes that it must be read with the preceding sentence; otherwise it might appear that title to lands not received by gifts should be taken in the name of the Commission. Your Association and the Department of Natural Resources sponsored this legislation. It was not intended that a Commission should or legally could take title rather than the town. The requirement for approval in the next to last sentence should also be considered to affect rights mentioned for the first time in the amendment. Were it not so, "gifts" could be acquired in either of two fashions. See also the last sentence of the Conservation Fund Act, below, which supports this conclusion.

#### B. SAMPLE TOWN MEETING VOTE

VOTED: That the Town of.....hereby accepts the provisions of General Laws (Ter. Ed.) Ch. 40, Sec. 8-C as amended and establishes the Conservation Commission of the Town of.....for the purposes and with the rights and duties provided by law, to be composed of seven residents of the Town appointed by the Selectmen for terms of three years except that initial appointments shall be two for one year, two for two years and three for three years, and that there be established a Conservation Fund as authorized by law and that \$. . . . . be raised and appropriated to the Conservation Fund.

A conservation program is hard work; have seven members appointed. Although the Planning Board and Town Forest Committees should be represented, it is better to leave this to the Selectmen rather than spelling it out in the vote.

#### C. ACQUIRING LAND

The Conservation Act empowers Commissions to acquire land without town meeting approval except under the Self-Help Act. No need is seen for ratification of gifts or purchases by town meeting vote although the annual report of the Commission should list them. No need is seen for the Commission to accept a deed in addition to the statutory approval by the Selectmen. The Commission, by a vote attested to by a majority, should be able to contract for a purchase, if an agreement is desired.

### 2. MASSACHUSETTS CONSERVATION FUND ACT

Chapter 40, Section 5 (51) reads: Municipalities may appropriate funds, . . .

"For the purpose of establishing and maintaining a Conservation Commission to promote the development and better utilization of our natural resources, as authorized by section eight C, a sum of not exceeding in any one year one-twentieth (1/20) of one per cent (1%) of the assessed valuation of the preceding year, but in no event more than fifteen thousand dollars (\$15,000). The whole or any part of money so appropriated in any year may be placed in a conservation fund and allowed to accumulate from year to year. Money may be expended from said fund for any purposes, including the purchase of land, authorized by said section eight C."

No minimum is specified but \$75 would seem rock bottom. "Assessed value" would include real and personal property. Salaries of members are not prohibited but none are known. Clerks and employees are permitted. Most commissions use volunteers or the incidental help of other town departments.

As will be seen in the next section, the "Self-Help" statute requires full payment for land by a town "from its Conservation Fund." It is wise to build up the fund in the early years. The money received from the State will go into the Excess & Deficiency Account so an appropriation may be needed if the Fund will be exhausted by a purchase in a particular year.

Not all sums appropriated need go into the Fund. One town has two segregated items in the consolidated budget:

"Conservation Commission	
Expenses	\$ 300
Conservation Fund	\$5,000"

Unused parts of "expenses" would then revert to the Excess & Deficiency Account.

The cost of plans has been ruled by a competent town accountant to be properly charged to the Fund. Association dues, meetings, postage and the like are "expenses," but would be charged to the Fund if no segregation was attempted. It is wise to use the words "Conservation Fund," for some or all of the annual appropriation. No special article is needed after the first year.



### 3. MASSACHUSETTS "SELF-HELP ACT"

G. L. Chapter 132-A was amended July 5, 1960 to provide the following:

"*Section 11.* The Commissioner shall establish a program to assist the cities and towns, which have established conservation commissions under section eight C of chapter forty, in acquiring land and in planning or designing suitable public outdoor facilities as described in sections two B and two D. (\*) He may, from funds appropriated to carry out the provisions of section three, reimburse any such city or town for any money expended by it in establishing an approved project under said program in such amount as he shall determine to be equitable in consideration of anticipated benefits from such project, but in no event shall the amount of such reimbursement exceed fifty per cent of the cost of such project. No reimbursement shall be made hereunder to a city or town unless a project application is filed by such city or town with the commissioner setting forth such plans and information as the commissioner may require and approved by him, nor until such city or town shall have voted to expend from its conservation fund, under clause fifty-one of section five of chapter forty, an amount equal to the total cost of the project, nor until the project has been completed, to the satisfaction of the commissioner, in accordance with said approved plans.

(\*) SECTION 2B. It is hereby declared to be the policy of the Commonwealth that all such sites acquired or developed by the commissioner shall in so far as practicable be preserved in their natural state; that they shall be in so far as possible collectively self-supporting; and that no commercial activities except those essential to the quiet enjoyment of the facilities by the people shall be permitted.

(\*) SECTION 2D. (1) to acquire, plan, construct, maintain and operate public recreational facilities, including roads, areas for parking, picnicking and camping, provisions for swimming, wading, boating, outdoor games, winter sports, horseback riding, bicycling and hiking trails, nature study, rest areas outlooks, comfort stations, food accommodations and such other facilities as the commissioner deems necessary and desirable and consistent with the policy of the Commonwealth, as set forth in section two B."

The Department of Natural Resources conceived this plan and achieved its passage and a sizable appropriation. Five or six towns are presently beneficiaries. Charles H. W. Foster, Commissioner of Natural Resources, 15 Ashburton Place, Boston (near the State House) or his assistant, Robert Yasi, will furnish an application form on request. Before town meeting preliminary approval will be given by the Department in a proper case. Up to 50% reimbursement may be made of planning and/or acquisition cost but not of development or maintenance cost. Existing appropriations apply this program to land outside the Metropolitan Park District. It is expected that new appropriations will be available anywhere. A majority vote should suffice. (Ch. 40, Sec. 12 would not apply.)

### 4. DURATION OF EASEMENTS TO MUNICIPALITIES

Conservation easements should be increasingly useful. A negative easement operates as a "restriction." Since the earlier Bulletins were written, Ch. 448 of the Acts of 1961 has added three pages of law to G.L. Ch. 184, being new sections 26-30. Despite some ambiguities, it is believed that *gifts to or takings of easements or restrictions by towns and cities for Conservation purposes are still to be perpetual without periodic filing of notices.*

G. L. Ch. 184, Section 23, enacted in 1882, reads as follows:

"Conditions or restrictions, unlimited as to time, by which the title or use of real property is affected, shall be limited to the term of thirty years after the date of the deed or other instrument or the date of the probate of the will creating them, *except in cases of gifts or devices for public, charitable or religious purposes.* This section shall not apply to conditions or restrictions existing on July 16, 1887 or to those contained in a deed, gift or grant of the commonwealth."

The word "perpetual" in Form III, "Deed of Easement" in Bulletin No. 2, page 6 was related to this section, to show that the restrictions were "unlimited as to time."

The four new sections were intended to do away with or limit restrictions which are now replaced by zoning and sub-division rules. Formerly, a subdivider would state in each deed that no house should be built closer to the street than 25 feet, that no business or industry was to be permitted, etc. New Section 26 has, however, a somewhat broad introduction. It reads in part:

"All restrictions on the use of land or construction thereon which run with the land . . . except a lease, mortgage or *order of taking* by the commonwealth or a *political sub-division* or public instrumentality thereof, shall be subject to this section and sections 27 to 30."

This language exempts takings by municipalities but does not exempt gifts or purchases, in terms. The rest of the section deals with definitions and particularly the definition of "a common scheme" which is one composed of various parcels so that each owner is entitled to enforce the restrictions against the other parcels.

Section 27 says that no restriction imposed after 1961 is enforceable "(a) unless the person seeking enforcement (1) is a party to the instrument imposing the restriction and it is stated to be for his benefit."

Although a municipality is not usually considered a "person," it should be so considered in this connection under an exception to that rule. *Attorney General v. Woburn*, 322 Mass. 634, *Hurlburt v. Great Barrington*, 300 Mass. 524.

After covering restrictions imposed as part of a common scheme, subparagraph b (2) reads that

". . . in the case of any other restriction, (it is not enforceable unless) a notice of restriction is recorded before the expiration of the thirty years, and in a case of such recording, twenty years have not expired after the recording of any notice of restriction without the recording of a further notice of restriction."

The final paragraph states who records such notice and how he does it. The word "the," above, has to be a reference to Section 23, the only place where a 30-year limit on restrictions is made. Since the reference is to that section, the reference must also be to the clause underlined above which excludes "gifts or devices for public, charitable or religious purposes."

Section 28 of the new amendments gives two years to record a notice of restrictions imposed before January 1, 1962, which seems to relate only to those involving "common schemes."

Section 29 relates to restrictions on registered land while Section 30 refers to enforceability. It reads in part:

"No restriction shall . . . be enforced . . . unless it is determined that the restriction is at the time of the proceeding of actual and substantial benefit to a person claiming rights of enforcement . . ."

This language is satisfactory. The new sections probably arose out of an unjust result reached in *Baker v. Seneca*, 329 Mass. 736. (1953).

To summarize: Ch. 184, Sec. 23, exempting "gifts or devises for public . . . purposes" was *not* amended. The new sections refer to it. Governments are also excluded as to *takings*. Purchases of easements are *not* excluded. Probably the gap will be filled by amendment but, so long as the town, as a *purchaser* of an easement, (no taking is permitted) is a "party to the instrument" and "it is stated to be for his benefit" (both contained in the sample form) the Conservation Commission has thirty years in which to decide whether to record a notice. The word "gift" should be used where applicable.

## 5. PUBLIC DOMAIN LAW

Without elaborating at the present time on the powers available to municipalities under sections establishing Park Commissions, Playground Commissions and Improvement Associations, all contained in Chapter 45 of the General Laws, it is appropriate to stress to Conservation Commissions Sections 19-23 of that chapter providing for a "public domain."

Upon a two-thirds vote, a city or town may establish

"a public domain and may appropriate money and accept gifts of money and land therefor. Such public domain shall be devoted to the culture of forest trees, or to the preservation of the water supply of such city or town, and the title thereto shall rest in the city or town in which it lies . . ." Eminent domain is permitted.

Section 21 reads in part as follows:

"The management and care of *that portion* of the public domain known as the city or town forest, *excepting lands held within the watershed of any pond, stream, reservoir, well or other water used by a city or town as a source of water supply* in a town shall be in charge of a special town forest committee appointed by the Selectmen, and in a city shall be in charge of a forester . . ."

Section 22 provides:

"Any city or town owning a public domain may lease any building thereon, and it *may erect thereon any building for public instruction and recreation*. All sums derived from rents or from the sale of the products of any such domain shall be applied, so far as may be necessary, to the management thereof."

The Massachusetts Forest & Park Association, which among other things, assists town forest committees, has been most co-operative with this Association. It has suggested virtual merger of town forest committees and town Conservation Commissions in municipalities blessed with both bodies. At least an interlocking membership is certainly to be recommended to the selectmen.

Note that this expenditure can be made only at an annual meeting. It is customary to grant maintenance funds at the town meeting by a majority vote. Note that only "that portion of the public domain known as the city or town forest" shall be in the charge of the town forest committee. Since the act specifically excepts "lands held within a watershed of any pond, stream, reservoir, well or other water used by a city or town as a source of water supply," it would seem that those parts of the public domain should be placed within the control of the Conservation Commission. This would require assent of the Forest Committee and a two-thirds (2/3) town vote. (Ch. 40, Sec. 15-A).

A town owning a public domain may "erect any building for public instruction and recreation" upon it. This broad language should include schools. (Schoolhouses may be used for "educational and recreational activities." (Ch. 71, Sec. 71) Public domain land is not as protected as "Park land" which must be "forever kept open and maintained" as such (Ch. 45, Sec. 7) and cannot be transferred to other use. (Ch. 40, Sec. 15-A) Public domain land or part of it is available as a school site if it was purchased or taken by eminent domain. If received as a gift, the terms of the gift would control. (Ch. 40, Sec. 15-A) Conservation land, however, cannot be used for schools unless the Commission determines it is no longer needed for conservation and the town so votes and if the gift permits other use.

As a matter of public policy, it seems wise for many growing towns to set aside land for schools. It is also wise to set aside land for forest and for watershed purposes.

All of these can be combined into one "land bank" if the public domain tool is used. Whatever is designated a "park" will, under existing statutes be inviolate for other town purposes, without legislative approval, and belongs to the public at large. A public domain taking of upland can either remain a town forest and watershed or be used as a site for a possible school. (A lot needed immediately for a school should be so labeled.)

The Forest Committee should administer the wooded sections and the Conservation Commission should administer the rest.

## 6. DOES FLOOD PLAIN ZONING REPLACE CONSERVATION ACTION?

In the last year or two, several towns have enacted zoning ordinances or by-laws prohibiting filling of swamps or fresh water areas or salt water flats without the approval of the Board of Appeals. In one instance, the Board of Appeals is authorized to grant exceptions if it finds that the proposed filling and/or building will not adversely affect the water table of a town which depends on wells.

If it were constitutionally possible for the several towns, by zoning action, to prohibit the filling or erection of any buildings in the areas which the Conservation Commission wished to keep in their natural state, there would be little or no need for Conservation Commissions. There would also be no need for a Conservation Fund or for this pamphlet. "Floor Plain Zoning" is certainly proper in certain circumstances; it is equally improper as a tool to accomplish all the objectives of Conservation.

The zoning enabling act, G. L. Chapter 40-A, Section 2 reads in part as follows:

". . . a zoning ordinance or By-law may . . . regulate and restrict erection . . . of buildings, and structures, or use of land . . . A zoning ordinance or by-law may provide that lands deemed subject to seasonal or periodic flooding shall not be used for residence or other purposes in *such a manner as to endanger the health or safety of the occupants thereof*." (Emphasis supplied)



No Massachusetts or other United States decision has found directly on the point. If a river overflows its banks every spring, it is certainly proper to prevent new houses being built on the flood plain. It is less clear if the sole support of the by-law is that the filling of the flood plain would constrict the channel so that the business section or homes further down the stream might become flooded. There are sections of the seacoast where winter storms annually force persons to vacate; proper by-laws should prevent building in those areas. Usually, however, enough filling would protect "the health or safety of the occupants thereof."

If a town uses water from the Quabbin Reservoir for all domestic uses, it is harder to justify flood plain zoning for swamps and marshes to preserve the local water table. *Pittsfield vs. Oleksak*, 313 Mass. 553 (1943), held that a zoning ordinance forbidding the cutting of forest trees in a residential area of eight square miles, mainly forest, containing only 25 houses, was unconstitutional as depriving an owner of his property without due process of law. No instance has been found of a lawful zone where only agriculture or the propagation of trees or wild life is permitted. The Court in *Smith vs. Salem*, 313 Mass. 622, left open the question of whether a city could create a zone where nothing but funeral homes could be erected. The indication was that it would not stand scrutiny.

Massachusetts zoning cases hold that while aesthetic considerations may be taken into consideration in considering zoning ordinances, they cannot furnish the substantial basis for the exercise of the power. *Welch vs. Swansey*, 193 Mass. 364, *Opinion of the Justices*, 234 Mass. 597.

Where all use of property for an occupation or for structures is prohibited, a municipality should pay for the property unless, of course, it can induce the owner to make a gift. *Dowsey vs. Kensington*, 257 New York 221 (1931). While zoning ordinances are given the benefit of the doubt, *Smith vs. Fall River*, 319 Mass. 341, there should be a direct connection between health, safety and welfare before zoning is relied upon.

Additional considerations relate to zoning by-laws prohibiting filling in or erection of structures upon tidal marshes or flats. The subject is generally entrusted to the Division of Waterways by Chapter 91 of the General Laws, plus Chapter 102, Section 17. That Division can lay out building lines and filling lines on all tidal flats, may prohibit erection of structures or license them and also may regulate the filling of land in a few large rivers and great ponds. (Secs. 12, 18-A -20). It may, for example, require the person who fills any flats to dig out an equal area in the same harbor or pay to the Commonwealth 37¢ per cubic yard of water displaced. Local zoning by-laws should be consistent with the Department's regulations. New statutes as to marshes may be enacted in 1962.

A strict regulation of tidal waters is approved in an interesting early case, *Commonwealth vs. Alger*, 7 Cush. (61 Mass.) 53, 84, 97-10w (1851). There the Court upheld an indictment for removing stones and gravel from a beach under state statutes. It supported statutes protecting marshes as places for fish to spawn as well as on the public's right of navigation and fishing over tidal flats. It is understood that a court test of a zoning by-law as to flats is pending.

As to the constitutionality of zoning for aesthetics and what kinds of zoning may result in an implied taking of land, see Metzenbaum, *Law of Zoning* (2nd.) pp. 127, 74-77, 1745, 1857-8. *Smith vs. N. E. Aircraft Co., Inc.*, 270 Mass. 511, 523-6, 530.

## CONCLUSION

If the above six subjects appear complicated, it is because conservation is new, is superimposed upon prior law relating to similar matters, and can use easements. Despite the emphasis here on acquiring rights over land, there is a vast amount of education and development work for every Commission to do.

Your town counsel or the Department of Natural Resources should be consulted on most difficult problems.

# APPENDIX G

## PARTICIPATING AGENCIES

<i>Site</i>	<i>Location</i>	<i>Agency</i>	<i>Authority</i>
Acton Property	Acton, Mass.	Minuteman Council — BSA	Frederick Smith
Adams Pond	Center Barnstead, N. H.	Boston Council — BSA	E. Merle Hildreth
Agassiz Village	West Portland, Maine	Agassiz Village	Arthur Miller
Allen	Bedford, N. H.	Camp Allen, Inc.	Benjamin Cantor
Andover	Meredith, N. H.	City Missionary Society	Rev. Richard Chamberlain
Bald Peak	Melvin Village, N. H.	Boys' and Girls' Camp, Inc.	Bernard Alexander
Blazing Trail	Denmark, Maine	Boston YWCA	Mrs. Harry Strapp
Bonnie Bairns	Cohasset, Mass.	Boston Children's Service Association	Kenneth Wollan
Boxford	Boxford, Mass.	North Bennet St. Industrial School	Ernest Jacoby
Breezy Meadows	Holliston, Mass.	Robert Gould Shaw House	Robert March
Caravan	South Royalston, Mass.	Caravan Society for Children	Edward McCarty
Cedar Hill	Waltham, Mass.	Massachusetts Girl Scouts	Barbara Learoyd
Child	Buzzards Bay, Mass.	Old Colony Council — GSA	W. R. Speirs
Children's Vacation House	Nantasket, Mass.	Catholic Charitable Bureau	Rt. Rev. Charles Dewey
Cielo Celeste	Westford, Mass.	East Boston Social Centers	Clarence Jeffrey, Jr.
Clara Barton	N. Oxford, Mass.	Unitarian-Universalist Women's Federation	Mrs. C. Burgess
Clauson Resort	North Falmouth, Mass.	North Bennet St. Industrial School	Ernest Jacoby
Denison	Georgetown, Mass.	Denison House	John Forbes
Dorchester	Canton, Mass.	Boston YMCA	Edwin C. Johnson
Duxbury Stockade	Duxbury, Mass.	Boys' and Girls' Camps, Inc.	Bernard Alexander
Eastward Ho	Chatham, Mass.	Boys' and Girls' Camps, Inc.	Bernard Alexander
Elbanobscot	Sudbury, Mass.	Elbanobscot Foundation, Inc.	Bassilla Neilan
Elliott P. Joslin	Charlton, Mass.	Unitarian-Universalist Women's Federation	Mrs. C. Burgess
Frank A. Day	Brookfield, Mass.	Newton YMCA	Alex Miller
Four Winds	Plymouth, Mass.	Massachusetts Girl Scouts	Barbara Learoyd
Gannett	Sharon, Mass.	Elizabeth Peabody House	Walter Benecke
Hale	Center Sandwich, N. H.	United South End Settlements	Charles Lidell
Hammond	Plymouth, Mass.	Syrian-Lebanese Child Welfare Society, Inc.	Mrs. Leilah Steiger
Helen Storrow	Plymouth, Mass.	Massachusetts Girl Scouts	Barbara Learoyd
Hemenway	Tamworth, N. H.	Boston Council — BSA	E. Merle Hildreth
Hidden Valley	Gilmanton Iron Works, N. H.	Norumbega Council — BSA	Douglas Crichton
Immaculate Heart of Mary	Tyngsboro, Mass.	Somerville Catholic Charities	Rev. Francis J. O'Sullivan
Indian Pond	Piermont, N. H.	Bay Shore Council, Inc. — BSA	Edward A. Christophers
Joseph	Harrison, Maine	Jewish Welfare Board	Leonard Katowitz
Kiddie Camp	Sharon, Mass.	Kiddie Camp Corp. of Mass.	Julius Stone
Kirby	West Townsend, Mass.	Greater Boston Council — GSA	Mrs. Mary Anderson
Kiwanee	Hansen, Mass.	Camp Fire Girls, Greater Boston Council	Phyllis Kelley
Lapham	Ashby, Mass.	Boys' and Girls' Camps, Inc.	Bernard Alexander
Maplewood	Maplewood, N. H.	North Bennet St. Industrial School	Ernest Jacoby
Massapoag	Dunstable, Mass.	Cambridge YMCA	Alex Melleby
Mitton	Brewster, Mass.	Boys' and Girls' Camps, Inc.	Bernard Alexander
Morgan Memorial	South Athol, Mass.	Morgan Memorial	Rev. Henry Helms
Naomi	Raymond, Maine	Jewish Welfare Board	Leonard Katowitz
Nashoba	Westford, Mass.	East Boston Social Centers	Clarence Jeffrey, Jr.
Nihan Reservation	Saugus, Mass.	Bayshore Council — BSA	Edward A. Christophers
Nobscot Mountain Reservation	Framingham, Mass.	Norumbega Council — BSA	Douglas Crichton
North Woods	Lake Winnepesaukee, N. H.	Boston YMCA	Edwin C. Johnson
Oak	Bedford, Mass.	Minuteman Council — BSA	Frederick Smith
Our Lady of Good Council	Scituate, Mass.	Catholic Boys Guidance Center of Boston	Rt. Rev. William Roche
Ousamequin	Halifax, Mass.	Boston YMCA	Edwin C. Johnson
Oyster Harbors	Oysterville, Mass.	Cambridge YMCA	Alex Melleby
Parker	Pembroke, Mass.	North End Union	Frank Havey
Parker Mountain	Barnstead, N. H.	Minuteman Council — BSA	Frederick Smith



PARTICIPATING AGENCIES — CONTINUED

<i>Site</i>	<i>Location</i>	<i>Agency</i>	<i>Authority</i>
Parmeter	Sudbury, Mass.	Algonquin Council — BSA	Howard Solmon
Quinapooxet	West Ridge, N. H.	Cambridge Council — BSA	Eliot Vining
Red Barn	Humarock, Mass.	Cambridge YMCA	Adelaide Dorn
Resolute	Bolton, Mass.	Algonquin Council — BSA	Howard Solomon
Robert Sever Hale	Westwood, Mass.	Robert Sever Hale Reservation	Alonzo Smith
Robert W. Young	Sanbornville, N. H.	Somerville YMCA	Donald Matheson
Rosemary	Lincoln, Mass.	City Missionary Society of Boston	Rev. Richard Chamberlain
Roxbury Neighborhood House	Bennington, N. H.	Roxbury Neighborhood House	Alice Griffin
Sachem	Antrim, N. H.	Minuteman Council — BSA	Frederick Smith
Sandy Island	Lake Winnepesaukee, N. H.	Boston YMCA	Edwin C. Johnson
Sayre	Milton, Mass.	Boston Council — BSA	E. Merle Hildreth
Sherwood Forest	Jaffrey, N. H.	Mistickside Council, Inc. — GSA	Natalie Stansfield
Sunlight House	Egypt, Mass.	Massachusetts Association for the Adult Blind	Helen Cleary
Tarleton	Pike, N. H.	North Bennet St. Industrial School	Ernest Jacoby
Ted	Waltham, Mass.	Cambridge Council — BSA	Elliot Vining
Trinity House	Atkinson, N. H.	Trinity Neighborhood House	Caroline Orr
Union	Greenfield, N. H.	Boston Y. M. C. Union	Waldo Stone
Vineyard Sailing	Oak Bluffs, Mass.	Massachusetts Girl Scouts	Barbara Learoyd
Virginia	Bolton, Mass.	Bay Path Council — GSA	Lois Donellan
Wabasso	Bradford, N. H.	Bay Path Council — GSA	Lois Donellan
Wadsworth	Sharon, Mass.	Ellis Memorial	Barrett Wendall
Wakitatina	Westford, Mass.	East Boston Social Centers	Clarence Jeffrey, Jr.
Waldron	Meredith, N. H.	City Missionary Society of Boston	Rev. Richard Chamberlain
Wanocksett	Jaffrey, N. H.	Wachusett Council — BSA	George Traquair
Wediko	Hillsboro, N. H.	Guidance Camps, Inc.	Dr. Robert Young
Wildwood	Barre, Mass.	Massachusetts Audubon Society	David Miner
Wing	Duxbury, Mass.	Boys' and Girls' Camps, Inc.	Bernard Alexander
Winning Farm	Woburn, Mass.	United South End Settlements	Charles Lidell
Wonderland	Sharon, Mass.	The Salvation Army	Major Norman Sampson

# APPENDIX H

## POPULATION OF UCS-UF AREA

	1950	Final 1960	% Change		1950	Final 1960	% Change
Acton . . . . .	3,510	7,238	106.2	Natick . . . . .	19,838	28,831	45.3
Arlington . . . . .	44,353	49,953	12.6	Needham . . . . .	16,313	25,793	58.1
Bedford . . . . .	5,234	10,969	109.5	Newton . . . . .	81,994	92,384	12.7
Belmont . . . . .	27,381	28,715	4.9	North Reading . . . . .	4,402	8,331	89.3
BOSTON . . . . .	801,444	697,197	-13.0	Norwell . . . . .	2,515	5,207	107.0
Braintree . . . . .	23,161	31,069	34.1	Reading . . . . .	14,006	19,259	37.5
Brookline . . . . .	57,589	54,044	-6.2	Revere . . . . .	36,763	40,080	9.0
Burlington . . . . .	3,250	12,852	295.4	Scituate . . . . .	5,993	11,214	87.1
Cambridge . . . . .	120,740	107,716	-10.8	Sharon . . . . .	4,847	10,070	107.7
Canton . . . . .	7,465	12,771	71.0	Sherborn . . . . .	1,245	1,806	45.1
Chelsea . . . . .	38,912	33,749	-13.3	Somerville . . . . .	102,351	94,697	-7.5
Cohasset . . . . .	3,731	5,840	56.5	Stoneham . . . . .	13,229	17,821	34.7
Dedham . . . . .	18,487	23,869	29.1	Sudbury . . . . .	2,596	7,447	186.9
Dover . . . . .	1,722	2,846	65.2	Wakefield . . . . .	19,633	24,295	23.7
Everett . . . . .	45,982	43,544	-5.3	Waltham . . . . .	47,187	55,413	17.4
Hingham . . . . .	10,665	15,378	44.2	Watertown . . . . .	37,329	39,092	4.7
Hull . . . . .	3,379	7,055	108.8	Wayland . . . . .	4,407	10,444	136.9
Lexington . . . . .	17,335	27,691	59.7	Wellesley . . . . .	20,549	26,071	26.9
Lincoln . . . . .	2,427	5,613	131.3	Weston . . . . .	5,026	8,261	64.4
Malden . . . . .	59,804	57,676	-3.6	Westwood . . . . .	5,837	10,354	77.3
Medfield . . . . .	4,549	6,021	32.4	Weymouth . . . . .	32,690	48,177	47.4
Medford . . . . .	66,113	64,971	-1.7	Winchester . . . . .	15,509	19,376	24.9
Melrose . . . . .	26,988	29,619	9.7	Winthrop . . . . .	19,496	20,303	4.1
Millis . . . . .	2,551	4,374	71.5	Woburn . . . . .	20,492	31,214	52.3
Milton . . . . .	22,395	26,375	17.8	Total . . . . .	1,953,414	2,023,085	3.6

## PERCENT CHANGE IN AGE GROUPS, BY SEX 1950-1960

	MALE			FEMALE		
	1950	1960	% Change	1950	1960	% Change
ACTON						
Under 7 . . . . .	267	822	207.9	258	779	201.9
7-15 . . . . .	258	682	164.3	231	649	180.9
16-19 . . . . .	72	134	86.1	90	145	61.1
20-29 . . . . .	195	380	94.9	214	454	112.4
30-64 . . . . .	734	1378	87.7	757	1362	79.9
65 and over . . . . .	189	174	-7.9	246	279	13.4
ARLINGTON						
Under 7 . . . . .	2549	3475	36.3	2291	3423	49.4
7-15 . . . . .	2707	3588	32.5	2563	3521	37.4
16-19 . . . . .	1205	1278	6.1	1131	1254	10.9
20-29 . . . . .	2977	2595	-12.8	3322	2791	-16.0
30-64 . . . . .	9472	10081	6.4	11138	12085	8.5
65 and over . . . . .	1780	2408	35.3	2574	3454	34.2
BEDFORD						
Under 7 . . . . .	242	1078	345.5	245	1043	325.7
7-15 . . . . .	220	741	236.8	160	696	335.0
16-19 . . . . .	135	258	91.1	78	156	100.0
20-29 . . . . .	602	956	58.8	333	704	111.4
30-64 . . . . .	2159	2831	31.1	735	1736	122.7
65 and over . . . . .	175	588	236.0	150	281	87.3



PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
<b>BELMONT</b>						
Under 7.....	1486	1608	8.2	1469	1624	10.6
7-15.....	1611	2006	24.5	1591	2008	26.2
16-19.....	696	725	4.2	791	753	-4.8
20-29.....	1620	1432	-11.6	1870	1576	-15.7
30-64.....	6022	5903	-2.0	7352	7317	-.5
65 and over.....	1167	1617	38.6	1706	2146	25.8
<b>BOSTON</b>						
Under 7.....	48691	45245	-7.1	46458	43676	-6.0
7-15.....	46900	46358	-1.2	45362	45367	.01
16-19.....	21812	20550	-5.8	22769	22290	-2.1
20-29.....	68541	51279	-25.2	68347	49060	-28.2
30-64.....	169191	135289	-20.1	185739	152498	-17.9
65 and over.....	33045	36056	9.1	44589	49599	11.2
<b>BRAINTREE</b>						
Under 7.....	1840	2619	42.3	1765	2342	32.7
7-15.....	1549	2973	92.0	1498	2829	88.9
16-19.....	564	857	52.0	565	916	62.1
20-29.....	1481	1200	-19.0	1695	1392	-17.9
30-64.....	4944	6443	30.3	5208	6862	31.8
65 and over.....	861	1058	22.9	1195	1578	32.1
<b>BROOKLINE</b>						
Under 7.....	2517	2225	-11.6	2479	2114	-14.7
7-15.....	2784	2866	2.9	2636	3043	15.4
16-19.....	1397	1345	-3.7	1628	1539	-5.5
20-29.....	4089	3086	-24.5	4485	3437	-23.4
30-64.....	12069	10974	-9.1	16182	14513	-10.3
65 and over.....	2608	3272	25.5	4725	5630	19.2
<b>BURLINGTON</b>						
Under 7.....	264	1694	541.7	251	1660	561.4
7-15.....	323	1131	250.2	257	1065	314.4
16-19.....	107	259	142.1	118	216	83.1
20-29.....	219	788	259.8	237	978	312.7
30-64.....	611	2455	301.8	628	2198	250.0
65 and over.....	120	185	54.2	120	223	85.8
<b>CAMBRIDGE</b>						
Under 7.....	7018	6237	-11.1	6879	6064	-11.8
7-15.....	6079	5984	-1.6	5966	5888	-1.3
16-19.....	4597	5109	11.1	3564	3210	-9.9
20-29.....	14415	12756	-11.5	11120	9391	-15.5
30-64.....	22750	18354	-19.3	26090	22106	-15.3
65 and over.....	4425	4754	7.4	7105	7863	10.6
<b>CANTON</b>						
Under 7.....	550	1256	128.4	493	1133	129.8
7-15.....	500	1262	152.4	499	1111	122.6
16-19.....	194	309	59.3	206	315	52.9
20-29.....	518	602	16.2	531	699	31.6
30-64.....	1575	2540	61.3	1673	2621	56.7
65 and over.....	305	401	31.5	421	522	24.0

PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
<b>CHELSEA</b>						
Under 7.....	2486	2202	-11.4	2355	2136	-9.3
7-15.....	2502	2504	.10	2453	2415	-1.6
16-19.....	1156	797	-31.1	1128	751	-33.4
20-29.....	3238	2093	-35.4	3062	1991	-35.0
30-64.....	8646	6967	-19.4	8665	7382	-14.8
65 and over.....	1658	2057	24.1	1563	1989	27.3
<b>COHASSET</b>						
Under 7.....	270	477	76.7	269	437	62.5
7-15.....	242	513	112.0	221	533	141.2
16-19.....	84	150	78.6	77	123	59.7
20-29.....	214	246	15.0	250	266	6.4
30-64.....	796	1196	50.3	875	1297	48.2
65 and over.....	191	234	22.5	242	368	52.1
<b>DEDHAM</b>						
Under 7.....	1291	1961	52.0	1262	1966	55.8
7-15.....	1271	2000	57.4	1240	2007	61.9
16-19.....	485	633	30.5	497	661	33.0
20-29.....	1242	1099	-11.5	1394	1243	-10.8
30-64.....	3882	4833	24.5	4225	5296	25.4
65 and over.....	750	898	19.7	948	1272	34.2
<b>DOVER</b>						
Under 7.....	133	219	64.7	122	202	65.6
7-15.....	148	201	35.8	114	252	121.1
16-19.....	36	93	158.3	36	61	69.4
20-29.....	87	162	86.2	102	115	12.7
30-64.....	385	653	69.6	417	685	64.3
65 and over.....	65	82	26.2	77	121	57.1
<b>EVERETT</b>						
Under 7.....	2985	3136	5.1	2961	2883	-2.6
7-15.....	2876	3212	11.7	2859	3201	12.0
16-19.....	1297	1140	-12.1	1420	1189	-16.3
20-29.....	3556	2666	-25.0	3864	2915	-24.6
30-64.....	9669	8715	-9.9	10499	9864	-6.0
65 and over.....	1780	2033	14.2	2216	2590	16.9
<b>HINGHAM</b>						
Under 7.....	880	1347	53.1	879	1251	42.3
7-15.....	726	1486	104.7	701	1509	115.3
16-19.....	219	409	86.8	249	417	67.5
20-29.....	641	604	-5.8	722	652	-9.7
30-64.....	2242	3026	35.0	2450	3296	34.5
65 and over.....	373	540	44.8	583	841	44.3
<b>HULL</b>						
Under 7.....	301	639	112.3	267	588	120.2
7-15.....	223	751	236.8	228	682	199.1
16-19.....	78	191	144.9	84	215	156.0
20-29.....	227	373	64.3	246	387	57.3
30-64.....	706	1338	89.5	736	1418	93.0
65 and over.....	133	214	60.9	150	259	72.7



PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
LEXINGTON						
Under 7.....	1202	2315	92.6	1185	2230	88.2
7-15.....	1155	2599	125.0	1030	2417	134.7
16-19.....	378	646	70.9	398	591	48.5
20-29.....	962	920	-4.4	1079	1056	-2.1
30-64.....	3934	6073	58.4	4161	6433	54.6
65 and over.....	726	961	32.4	1125	1450	28.9
LINCOLN						
Under 7.....	193	594	207.8	191	592	209.9
7-15.....	173	572	230.6	186	591	217.7
16-19.....	55	112	103.6	50	103	106.0
20-29.....	102	203	99.0	165	266	61.2
30-64.....	503	1137	126.0	567	1160	104.6
65 and over.....	97	113	16.5	145	103	-29.0
MALDEN						
Under 7.....	3846	3934	2.3	3732	3920	5.0
7-15.....	3653	4330	18.5	3513	4225	20.3
16-19.....	1437	1473	2.5	1612	1637	1.6
20-29.....	4382	3185	-27.3	4840	3407	-29.6
30-64.....	12512	11375	-9.1	14212	13125	-7.6
65 and over.....	2393	2779	16.1	3673	4286	16.7
MEDFIELD						
Under 7.....	195	446	128.7	195	468	140.0
7-15.....	167	383	129.3	167	413	147.3
16-19.....	78	100	28.2	60	110	83.3
20-29.....	252	236	-6.4	264	288	9.1
30-64.....	1015	1246	22.8	1124	1453	29.3
65 and over.....	357	326	-8.7	501	552	10.2
MELROSE						
Under 7.....	1694	2066	22.0	1653	1979	19.7
7-15.....	1680	2435	45.0	1635	2432	48.7
16-19.....	607	760	25.2	704	831	18.0
20-29.....	1483	1215	-18.1	1766	1331	-24.6
30-64.....	5756	5953	3.4	6610	6835	3.4
65 and over.....	1269	1394	9.9	2131	2388	12.1
MILLIS						
Under 7.....	185	481	160.0	191	444	132.5
7-15.....	187	399	113.4	161	392	143.5
16-19.....	61	83	36.1	60	96	60.0
20-29.....	180	217	20.6	181	271	49.7
30-64.....	551	835	51.5	560	828	47.9
65 and over.....	112	151	34.8	122	177	45.1
MILTON						
Under 7.....	1194	1360	13.9	1156	1366	18.2
7-15.....	1497	2150	43.6	1390	2117	52.3
16-19.....	606	952	57.1	599	891	48.7
20-29.....	1163	1061	-8.8	1348	1066	-20.9
30-64.....	4950	5475	10.6	5990	6634	10.8
65 and over.....	1019	1341	31.6	1483	1962	32.3

PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
MEDFORD						
Under 7.....	1924	4396	128.5	1819	4265	134.5
7-15.....	1979	4839	144.5	1904	4682	146.0
16-19.....	831	2245	170.2	884	2005	126.8
20-29.....	2189	3707	69.3	2316	3721	60.7
30-64.....	6672	12819	92.1	7638	14976	96.1
65 and over.....	1272	3165	148.8	1788	4151	132.2
NATICK						
Under 7.....	1790	2731	52.6	1614	2596	60.8
7-15.....	1291	2762	114.0	1151	2265	96.8
16-19.....	432	679	57.2	389	645	65.8
20-29.....	1461	1361	-6.8	1781	1541	-13.5
30-64.....	3937	5711	45.1	4295	6016	40.1
65 and over.....	723	856	18.4	974	1373	41.0
NEEDHAM						
Under 7.....	1137	2197	93.2	1120	2076	85.4
7-15.....	1042	2420	132.2	1036	2239	116.1
16-19.....	385	622	61.6	400	588	47.0
20-29.....	889	801	-9.9	1008	1084	7.5
30-64.....	3677	5592	52.1	4089	5998	46.7
65 and over.....	621	863	39.0	909	1313	44.4
NEWTON						
Under 7.....	5140	5851	13.6	4831	5443	12.7
7-15.....	5404	7750	43.4	5043	7419	47.1
16-19.....	2136	2897	35.6	2718	3504	28.9
20-29.....	5215	4227	-18.9	6087	4769	-21.7
30-64.....	16982	18758	10.5	20381	21902	7.5
65 and over.....	3068	3800	23.9	4989	5333	6.9
NORTH READING						
Under 7.....	395	883	123.5	351	898	155.8
7-15.....	354	844	138.4	335	792	136.4
16-19.....	129	187	45.0	108	181	67.6
20-29.....	286	407	42.3	320	515	60.9
30-64.....	928	1602	72.6	894	1553	73.7
65 and over.....	148	205	38.5	154	264	71.4
NORWELL						
Under 7.....	177	547	209.0	175	538	207.4
7-15.....	186	488	162.4	185	457	147.0
16-19.....	74	121	64.0	52	98	88.5
20-29.....	141	218	54.6	154	293	90.3
30-64.....	528	1038	96.6	569	1026	80.3
65 and over.....	134	155	15.7	140	228	62.9
READING						
Under 7.....	1057	1626	53.8	1011	1514	49.8
7-15.....	959	1781	85.7	910	1746	91.9
16-19.....	654	509	-22.2	298	492	65.1
20-29.....	821	768	-6.5	918	856	-6.8
30-64.....	2956	4022	36.1	3227	4178	29.5
65 and over.....	596	659	10.6	899	1108	23.2



PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
REVERE						
Under 7.....	2537	2779	9.5	2394	2682	12.0
7-15.....	2453	3116	27.0	2250	3083	37.0
16-19.....	1022	1286	25.8	1000	1119	11.9
20-29.....	2855	2254	-21.1	3103	2431	-21.7
30-64.....	7933	8311	4.8	8279	9014	8.9
65 and over.....	1376	1823	32.5	1530	2182	42.6
SCITUATE						
Under 7.....	525	1119	113.1	446	1088	143.9
7-15.....	398	1128	183.4	402	1006	150.2
16-19.....	150	257	71.3	122	238	95.1
20-29.....	372	426	14.5	382	528	38.2
30-64.....	1222	2195	79.6	1327	2319	74.8
65 and over.....	267	369	38.2	380	541	42.4
SHARON						
Under 7.....	361	949	162.9	398	854	114.6
7-15.....	359	1263	251.8	299	1018	240.5
16-19.....	137	228	66.4	116	234	101.7
20-29.....	327	322	-1.5	338	456	34.9
30-64.....	1022	2156	110.9	1043	2031	94.7
65 and over.....	187	264	41.2	260	395	51.9
SHERBORN						
Under 7.....	97	152	56.7	93	145	55.9
7-15.....	83	181	118.1	89	175	96.6
16-19.....	33	36	9.1	28	44	57.1
20-29.....	69	64	-7.2	71	86	21.1
30-64.....	272	382	40.4	281	388	38.1
65 and over.....	64	76	18.8	65	77	18.5
SOMERVILLE						
Under 7.....	6741	7093	5.2	6325	6861	8.5
7-15.....	6621	6877	3.9	6426	6353	-1.1
16-19.....	2873	2459	-14.4	3055	2994	-2.0
20-29.....	8425	6574	-21.9	8690	6987	-19.6
30-64.....	20760	17862	-14.0	23065	20395	-11.6
65 and over.....	3940	4216	7.0	5740	6026	4.9
STONEHAM						
Under 7.....	944	1473	56.0	928	1482	59.7
7-15.....	877	1532	74.7	864	1628	88.4
16-19.....	308	435	41.2	350	501	43.1
20-29.....	828	767	-7.4	1011	927	-8.3
30-64.....	2786	3646	30.9	3011	3892	29.3
65 and over.....	538	598	11.2	784	939	19.8
SUDBURY						
Under 7.....	191	867	353.9	197	843	327.9
7-15.....	203	744	266.5	186	709	281.2
16-19.....	54	136	151.9	64	144	125.0
20-29.....	133	281	111.3	157	433	175.8
30-64.....	567	1491	163.0	575	1429	148.5
65 and over.....	112	151	34.8	157	219	39.5

PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
WAKEFIELD						
Under 7.....	1532	1888	23.2	1328	1833	38.0
7-15.....	1275	2141	67.9	1195	2018	68.9
16-19.....	426	616	44.6	478	606	26.8
20-29.....	1339	1140	-14.9	1426	1226	-14.0
30-64.....	4184	4946	18.2	4475	5390	20.4
65 and over.....	850	1001	17.8	1125	1490	32.4
WALTHAM						
Under 7.....	3385	4239	25.2	3099	4096	32.2
7-15.....	2928	4474	52.8	2797	4016	43.6
16-19.....	1318	1577	19.7	1371	1887	37.6
20-29.....	3674	3463	-5.7	4173	3631	-13.0
30-64.....	9586	10757	12.2	10742	11838	10.2
65 and over.....	1713	2121	23.8	2401	3314	38.0
WATERTOWN						
Under 7.....	2407	2955	22.8	2370	2865	20.9
7-15.....	2119	2704	27.6	2196	2732	24.4
16-19.....	975	897	-8.0	1076	1040	-3.3
20-29.....	2778	2429	-12.6	3150	2722	-13.6
30-64.....	7971	7622	-4.4	9001	8962	.4
65 and over.....	1378	1759	27.6	1908	2405	26.0
WAYLAND						
Under 7.....	374	1038	177.5	348	1047	200.8
7-15.....	343	1012	195.0	310	972	213.5
16-19.....	114	252	121.1	106	208	96.2
20-29.....	272	353	29.8	295	469	59.0
30-64.....	907	2228	145.6	973	2238	130.0
65 and over.....	162	238	46.9	203	389	91.6
WELLESLEY						
Under 7.....	1142	1672	46.4	1112	1592	43.2
7-15.....	1271	2217	74.4	1212	2154	77.7
16-19.....	465	716	54.0	1447	1724	19.1
20-29.....	1067	923	-13.5	1810	1703	-5.9
30-64.....	4002	4992	24.7	5148	5907	14.7
65 and over.....	628	887	41.2	1246	1584	27.1
WESTON						
Under 7.....	325	579	78.2	355	536	51.0
7-15.....	342	819	139.5	299	804	168.9
16-19.....	113	187	65.5	273	410	50.2
20-29.....	326	316	-3.1	385	398	3.4
30-64.....	1078	1751	62.4	1113	1839	65.2
65 and over.....	177	270	52.5	240	352	46.6
WESTWOOD						
Under 7.....	478	934	95.4	531	821	54.6
7-15.....	408	982	140.7	384	908	136.5
16-19.....	127	211	66.1	120	250	108.3
20-29.....	300	339	13.0	381	454	19.2
30-64.....	1347	2300	70.7	1367	2444	78.8
65 and over.....	163	284	74.2	231	427	84.8



PERCENT CHANGE IN AGE GROUPS, BY SEX  
1950-1960

	MALE			FEMALE		
	<u>1950</u>	<u>1960</u>	<u>% Change</u>	<u>1950</u>	<u>1960</u>	<u>% Change</u>
WEYMOUTH						
Under 7 .....	2708	4436	63.8	2511	4363	73.8
7-15 .....	2252	4706	109.0	2145	4610	114.9
16-19 .....	741	1202	62.2	797	1301	63.2
20-29 .....	2299	2076	-9.7	2575	2444	-5.1
30-64 .....	6671	9472	42.0	5770	9986	73.1
65 and over .....	1265	1428	13.0	1618	2153	33.1
WINCHESTER						
Under 7 .....	1071	1369	27.8	970	1313	35.4
7-15 .....	1062	1812	70.6	1065	1720	61.5
16-19 .....	410	507	23.7	400	530	32.5
20-29 .....	817	708	-13.3	947	859	-9.3
30-64 .....	3265	4021	23.2	3834	4526	18.0
65 and over .....	677	753	11.2	991	1258	26.9
WINTHROP						
Under 7 .....	1242	1446	16.4	1235	1384	12.1
7-15 .....	1162	1610	38.6	1170	1560	33.3
16-19 .....	466	551	18.2	530	577	8.9
20-29 .....	1383	1160	-16.1	1435	1131	-21.2
30-64 .....	4113	4027	-2.1	4714	4533	-3.8
65 and over .....	863	937	8.6	1205	1387	15.1
WOBURN						
Under 7 .....	1526	3145	106.1	1430	3042	112.7
7-15 .....	1311	2704	106.3	1322	2586	95.6
16-19 .....	552	686	24.3	590	757	28.3
20-29 .....	1657	1733	4.6	1817	1925	5.9
30-64 .....	4061	5888	45.0	4325	6277	45.1
65 and over .....	811	1023	26.1	1080	1448	34.1

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